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ABSTRACT

Designed to serve as a reference tool on city and county government in Florida, this handbook consists of lessons that can be used by schools, community groups, newly elected officials, and libraries. These curriculum materials on Florida city and county governments specifically address the general purpose of local governments. Subject areas covered in the handbook include: (1) the foundations of local government, history, legal roles, home rule, and forms of local government; (2) local government services; (3) local government finances; (4) key officials and elections; (5) public participation in local government--influencing local government decisions, serving as members of local government boards and committees, careers in local government and running for local government; (6) current local government issues, water management, solid waste management, public safety and transportation; (7) growth management at the local government level; (8) municipal incorporation and boundaries. The handbook is supplemented with a 44-item bibliography, a glossary, a list of available videotapes, and an appendix titled, "Getting to Know Your City and County Governments." The handbook is not intended to be a comprehensive text on local government, rather it is an introduction to the study of city and county governments in Florida. (RJC)

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Florida City & County Government

A Condensed Reference Version

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Florida City & County Government

A Condensed Reference Version

Adapted by staff of the Florida League of Cities from *Florida City & County Government, A Teacher Handbook for the High School Level.* The teacher handbook is a Curriculum Development and Renewal Project developed by Florida State University for the Florida Department of Education, Division of Public Schools, and the Florida League of Cities, Inc. under STAR Grant #89-036, Florida Institute of Government. Funding for the handbook was provided by the Florida Department of Education, the Florida Institute of Government and the Florida League of Cities, Inc.

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Additions and Updates to the Handbook

Additions and updates to the teacher handbook and this condensed reference version will be distributed by the Florida League of Cities. You are encouraged to send your comments, including suggestions for changes or updates, to the League office. For additional copies of the materials, contact:

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Introduction

Studies conducted by the Florida Department of Education, the Florida State University, the Florida League of Cities and the Florida Close-Up organization, among others, point out that the study of city and county governments is not a well-functioning segment of the social studies school curriculum in Florida. As a result of this gap in the school program, students have little or no opportunity to learn about the operation of the decision-making process at the city or county government levels. One is indeed puzzled to learn that the government which is the closest to citizens, local government--as compared to state or federal government--is not dealt with systematically in the classroom. No wonder the surveys, including election figures, indicate that citizens have a comparatively low level of interest and participation in the operations of the various local governmental units. A recent study found that, among high school students, "being a leader in my community" was one of the lowest priorities among their life goals.[1] Other studies revealed that students find social studies, in general, "boring," having "redundant subject matter."[2] The absence of systematic and creative learning about local government contributes, in part, to these attitudes. In Hepburn's study, students "failed to see the relevance of social studies to life, or the relationship of social studies to future occupational goals."[3] Students involved with in-school and out-of-school activities, however, had a tendency to like social studies.

To remedy the situation, especially the void that presently exists in instructional materials on the subject, the Florida League of Cities (FLC) proposed a Florida-specific Local Government Curriculum Project, focusing on city and county government. Members of the social science education faculty from Florida State University were selected to conduct the project, with financial support from the Institute of Government's STAR grant program, the Florida Department of Education and the FLC. The initial phase of the project entailed the development of a teacher handbook on city and county government for the high school level.

With advisement from an advisory council consisting of city and county government representatives and curriculum writers representing the high school social studies area, *Florida City & County Government, A Teacher Handbook for the High School Level* was prepared. Designed to provide secondary social studies teachers in Florida with a resource for formal instruction about our state's city and county governments, the handbook offers "springboard" activities to enhance student understanding of local issues and related local government functions. At the same time, the springboards provide students with the understanding and skills necessary to participate intelligently and more fully in local decisions affecting their daily lives. Hopefully, as a result, students will become active participants in our democratic society, at the level where they may personally have an impact.

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[1] Hepburn, Mary A., "What is Our Youth Thinking? Social-Political Attitudes of the 1980s." Social Education, Vol. 49, No. 8 (1985): 671-677.

[2] Shaughnessy, Joan M. and Thomas M. Haladyna, "Research on Student Attitude Toward Social Studies." Social Education, Vol. 49, No. 8 (1985): 694.

[3] Ibid.

This condensed reference version of the curriculum was derived from the teacher handbook and contains the same background information. The teaching procedures were omitted, as well as the follow-up activities, evaluation ideas, and most of the student readings and activity sheets.

Handbook Purpose

Florida City & County Government, A Condensed Reference Version was designed to serve as a reference tool on city and county government in Florida. It was specifically developed for the municipal and charter county government members of the Florida League of Cities, yet is valuable reading for any interested citizen. The manual may serve as: an individual reference guide, a training handbook for newly elected officials, a text from which to derive information in preparing presentations for schools and other community groups, and a library educational reference handbook.

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

The Contents of the Handbook

The "knowledge" component of the handbook is based on general study areas of local government, suggested by the Florida League of Cities in an outline of study. Information for the study was drawn, in part from The Florida Municipal Officials' Manual (1987, revised 1989), as well as other sources provided by the relevant agencies. After several communications between project personnel and the project's advisory council, together with a review of materials, eight areas of study were identified for inclusion in the project's handbook. These subject areas, around which units and corresponding lessons were developed, include: 1) the foundations of local government, i.e., history, legal roles, Home

Rule and forms of local government; 2) local government services; 3) local government finances; 4) key officials and elections; 5) public participation in local government--influencing local government decisions, serving as members of local government boards/committees, careers in local government and running for local government office; 6) current local government issues, i.e., water management, solid waste management, public safety and transportation; 7) growth management at the local government level; and 8) municipal incorporation and boundaries.

In general, the lessons are arranged in the following user format: Rationale; Objectives; Materials and Resources; Background Information; Vocabulary (selected lessons only); and Readings, Activities, Illustrations and Diagrams. If applicable, Answer Keys are provided following the corresponding Activity. A comprehensive Glossary, with all vocabulary found throughout the various lessons, is provided in Appendix C.

The handbook is also supplemented through a series of videotapes available through the Florida League of Cities (FLC). These videos are often listed as optional activities in the respective lessons. A listing of these videos is provided in Appendix B.

Appendix D provides detailed information about the county government and city governments within the county area that a particular handbook is distributed. This information, entitled "Getting to Know Your City and County Governments," should assist readers in learning more about local government operations in their particular area of Florida. This material will be periodically updated.

Relationship of the Handbook to the Florida Curriculum

The handbook is not intended to be a comprehensive text on local government. Rather, it is an introduction to the study of city and county governments in Florida. The materials are placed in a three-ring notebook to allow for additions and updates, as well as to allow for the addition of supplementary information. This supplementary information may take the form of "fact sheets" offered by local governments, local news clippings concerning local government activities, copies of charters and maps, etc.

"This has been an exciting project to develop and implement. Hopefully, it will provide the basis for additional projects in bringing to the classroom an understanding of how city and county government operates and offer students an opportunity to become fully involved in local governmental affairs."

Byron G. Massialas
Professor of Social Studies Education and Project Director
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Unit and Lesson Outline

1. Foundations of Local Government
    1. History of City and County Government in Florida
    2. The Legal Roles of Florida's City and County Governments
    3. Home Rule in Florida
    4. Basic Forms of City and County Government

2. Local Government Services
    1. Basic City Government Services
    2. Basic County Government Services
    3. Evolving City and County Government Services
    4. Ordinances and Resolutions

3. Local Government Finances
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4. Key Officials and Elections
    1. Key Local Government Officials - Elected and Appointed
    2. City and County Government Elections

5. Public Participation in Local Government
    1. Citizen Involvement in City and County Government
    2. Running for Local Government Office

6. Current Local Government Issues
    1. Water Management at the Local Government Level
    2. Solid Waste Management at the Local Government Level
    3. Public Safety at the Local Government Level
    4. Transportation at the Local Government Level

7. Growth Management at the Local Government Level (to be released fall 1991)
    1. Local Government Comprehensive Planning (Land Use)
    2. Growth Management Issues

8. Municipal Incorporation and Boundaries (to be released fall 1991)
    1. Municipal Incorporation
    2. Annexation

Unit 1 - Lesson 1

"History of City and County Government in Florida"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"History of City and County Government in Florida"

RATIONALE:

The city and county governments of Florida are, of course, not unique inventions or occurrences of this state. The origins of American local government lie within English and European history. That history is both rich and voluminous. This lesson offers the reader a taste of that history and of the history unique to the cities and counties of Florida. This early Florida history can assist the reader in understanding the most dominant and fundamental issue that characterized the relationship between the state government of Florida and these local governments: the issue of Home Rule. Home Rule, which will be covered in more detail in Lesson 3 of this unit, refers to "local self-government by the people" with limited interference by another level of government, within the parameters of the law.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: general law, special act, charter, incorporation and Home Rule;
2. identify citizen needs and governmental principles common to the English communities of the late Middle Ages, the early American "counties," and Florida cities and counties of today;
3. relate major events in the history of Florida to the development, establishment, and growth of the various city and county governments in Florida; and
4. identify events in the history of Florida that may have contributed to the decline of certain city and county governments.

MATERIALS AND RESOURCES:

1. Reading #1, "Historical Influences on Florida's City and County Governments," and Statements for Consideration.
2. Reading #2, "St. Joseph and Boom Towns," and Questions for Consideration; Illustration #1, Map of St. Joseph; and Reading #3, "The Lost Counties."
3. Activity #1, "Historical Time Line and Population Growth Chart for Florida City and County Governments"; and "Getting to Know Your City and County Governments," history portions, Appendix D of this handbook.

4. Optional Activity: Florida League of Cities' videotape, "How Your City Government Works," (first portion of tape contains history) available from the Florida League of Cities (see Appendix B) and available, on loan, from the various local and regional municipal leagues.

BACKGROUND INFORMATION:

A study of the historical development of city and county governments is, of course, an intensive and exhaustive venture. In this unit, one is exposed to a cursory view of that history which is important in understanding the development of Florida's general purpose local governments and the conditions in which these cities and counties find themselves today.

The traditions pertinent to the development of Florida cities and counties, like those throughout the United States, are traceable to English/European tradition and history. These historical influences were carried over into the early development of America with the settlement of the 13 original colonies by the English colonists in the 1600s.

The English tradition of granting local control was evident in the Spanish era of Florida history. Provisional Governor Andrew Jackson specifically recognized the counties of Escambia and St. Johns as existing governmental entities only four days after formally receiving possession of Florida for the United States in 1821. The following year, in 1822, the cities of Pensacola and St. Augustine were officially incorporated by the newly established Territorial Council. Despite this early step, the level of **Home Rule** (self-determination) enjoyed by Florida cities and counties today was not easily acquired.

This first lesson in the unit points to the granting of **charters** to England`s evolving cities and the application of the French Counte (county) and Shire in the British Isles to the formation of county government by the early American colonists. Through reading about this early English and European history, one is able to see how such traditions found expression in the historical development of Florida`scity and county governments.

The St. Joseph case study offers the reader an opportunity to see how one Florida city developed, grew, **incorporated** as a municipal government and then eventually disappeared. Although it is unusual for a local government to disappear completely, the activity assists one to see how factors such as geography (in this case, St. Joseph's Bay), natural events/disasters (such as heavy winds and yellow fever epidemics, in this case) and transportation (the railroad, for example) play a part in the development of communities. Reading #3 offers some interesting information on counties that were "lost" to the state. This insight can be further applied when reviewing the time line and population chart (Activity #1) in determining how other Florida cities and counties developed and grew.

The specific details regarding the historical development of Florida cities and counties varies with the respective local government. However, there are major events that took place in the state that were important to the development of these governments. These events, supplemented by the historical population data for the state as a whole and selected Florida cities and counties during the 1900s, are provided to offer an overview of how these local governments evolved. Generally, the data shows that Florida cities and counties have experienced a variety of developmental courses with some going through phenomenal growth in the twentieth century. Residents of the various local communities in Florida have required different governmental services over time and have experienced needs unique to their own individual conditions. Because of this, local Home Rule became a necessity just to keep up with the varying demands that could not be handled as proficiently at the state government level.

VOCABULARY:

general law - a legislative act which is intended to have statewide application.

special act - a legislative act which applies to an area or group which is less than the total area or population of the state.

charter - the basic law, or constitution, of a city or county government issued by the state Legislature and usually approved by a vote of the citizens. The King (or Queen) of England during the late Middle Ages also granted "charters" to citizens of a community, giving them the power to promote local improvements and to regulate certain aspects of community life.

incorporation - the legal act taken when a community adopts a charter and becomes a municipality (in Florida, an incorporated city, town or village, each having equal powers under state law).

Home Rule - local self-government (self-rule) by the people with limited interference by another level of government, within the parameters of the law.

Reading #1, "Historical Influences on Florida's City and County Governments"

The following reading provides the developmental history of local government in England and Europe, early America, and Florida, the latter which led to the current city and county government provisions in our state constitution. Following the reading is a set of Statements for Consideration.

(Sources: Thomas 1982, 49, 52; Morris 1989, 200-203, 416; and Whitman Center for State and Local Government, University of West Florida, 1987, rev. 1989, I-B-1 - I-B-6. Portions reprinted with permission.)

The English/European Background

The origins of American municipal government lie in English history. This development of local government was the result of a complicated mixture of historical forces that descended on England as a result of the fall of the Roman Empire around the year 500 A.D. The Romans had developed "cities" throughout their empire with roads connecting them for purposes of trade and communication, as well as military uses. (Note: Cities, as used in this historical context, were not true municipal or chartered governments as we know them today.) After the fall of Rome, England and most of Europe were in extremely chaotic condition. Lesser-developed tribes took control of the lands, such as the Anglo-Saxons in England. Thus began the feudal system in which a local strongman took ownership of vast tracts of land, organizing the people to work the vast holdings in exchange for protection. This agricultural arrangement settled the chaotic conditions in England and the rest of Europe. Feudalism became the prevalent way of life until disrupted by certain historical events.

The most important of these historical events was the Crusades, a series of religious wars begun in 1095, in which the Europeans did battle with the Muslims of the Middle East. As a result of these wars, Europeans were exposed to the riches of the Far East and soon started a system of trade with India and China. It was this trade that offered the first impetus to the redevelopment of centralized communities in Europe, that had all but died out during the feudal period.

During the years between 1000 and 1200, urban centers sprang up all over Europe and the island nation of England. These communities became market and manufacturing centers, art centers, and places for new ideas to develop. With the increasing trade, merchants became very important in organizing the new communities. Guilds (associations of businessmen in the same line of trade or manufacturing) were formed and they often took on the initial responsibilities of governing the market centers. One political problem quickly materialized. The land on which the communities developed belonged to the local nobles who were descendants of the local strongmen who took ownership during the feudal times. The nobles charged taxes for use of the land and often interfered in local governmental affairs. This upset the merchants as well as other citizens of the city.

There were several ways the communities could become independent of the noble. The most dramatic of these ways was to engage in a revolt. Many did and won their freedom at the price of spilled blood. Others won their freedom by buying the land from the noble. A third way to gain independence was to appeal to the King (or Queen). Historically weak, these rulers gained more power as the nations became better organized.

Citizens with vested interest in the development of their communities as trade centers sought authority from the Crown to exercise some control over local affairs. The King (or Queen) would respond to these requests by granting "charters" to these groups, whereby they were empowered to promote local improvements and to regulate certain aspects of community life. In this way, the King (or Queen) gained the loyalty and gratitude of the citizens of the community. The charter was viewed as a grant only of those powers which were specifically and explicitly granted therein; in other words, the grant of authority was narrowly defined and strictly limited. Eventually, these chartered groups came to be recognized as "municipal corporations," similar to private, commercial corporations, which also were authorized by the Crown. At first, such grants of authority were given only to narrowly defined groups, usually the leading businessmen of the community. Over time, as democratic institutions developed, control of charters shifted from such narrow groups to the general population of the community, complete with the democratic election of leaders to exercise the granted powers.

This pattern of the formation of English municipal governments was extended to the American colonies. In America, municipal charters were granted by the Crown to a handful of urban centers. When the Revolution transformed the colonies into states, the state governments assumed the role of the Crown as the source of municipal government authority; that is, the state governments assumed the role of granting municipal charters. From this practice evolved the traditional American legal principle that a municipality is a creature of the state, may exist only with the consent of the state, derives its powers from the state, and enjoys only those powers which are granted it by the state, through the state constitution and by actions of the state Legislature.

County government, on the other hand, was derived from the French local jurisdictions known as the Counte (county). In the British Isles, similar governments became known as the Shire. The "county" was brought to America by colonists in Virginia, Massachusetts, New York and Pennsylvania. The manner in which immigrants to each of these areas organized their government varied greatly. It is, in many ways, that variety which persists in county government today.

The county became the dominant unit of local government in southern colonies, as the large plantation settlements were too widely dispersed to act as a unit of government in any sense except ecclesiastical or civil. Generally considered the local government of the rural areas, counties found that their main functions included serving as local political organizations, providing law and order, recording land transactions and maintaining boundaries, keeping vital records, providing and maintaining farm-to-market roads, operating the poor house, and providing other similar services for agricultural America. All of these functions were controlled by state law, with only limited Home Rule (local self-government) powers granted through action of the voters and through the establishment of charters.

Early Florida History

In the Spanish era of Florida history, the two principal communities were Pensacola and St. Augustine. It appears each enjoyed a municipal government under Spanish rule. In any event, Provisional Military Governor Andrew Jackson specifically recognized the counties of Escambia and St. Johns as existing governmental entities only four days after formally receiving possession of Florida for the United States. This action was accomplished by General Jackson signing an ordinance to the effect on July 21, 1821, which divided East and West Florida into counties. The ordinance read as follows:

> All the country lying between the Perdido and Suwaney rivers, with all the islands therein, shall form one county to be called Escambia. All the country lying east of the river Suwaney, and every part of the ceded territories, not designated as belonging to the former county, shall form a county to be called St. Johns.

The ordinance established, for the first time in Florida, the American form of government known as "county."

A year later, by an Act of Congress, territorial government was established in Florida which vested legislative power in a Council composed of the Governor and 13 other presidential appointees. This legislative Council was the first American body (previously it had been Spain and France) to exercise direct legislative control over local government in Florida. On August 12, 1822, the Territorial Council provided for four counties, adding Jackson and Duval to Escambia and St. Johns, with these boundaries set forth in the act:

> ...in West Florida, all that part of the Territory west of the Choctohacha river, shall constitute the County of Escambia--all that part of the Territory east of the said river to the Suwaney river shall constitute another county, to be called Jackson--and that part of East Florida lying north of the river St. Johns, and north of a line; commencing at a place called Cowford, on said river, and terminating at the mouth of the Suwaney river, shall constitute a county by the name of Duval, and all the remaining portion of East Florida shall be constituted a county by the name of St. Johns.

(Note: The "place called Cowford" is now known as Jacksonville.)

In Florida's Territorial Period, 1821-1838, the Territorial (legislative) Council granted municipal charters first to the cities of Pensacola and St. Augustine in 1822 and later to other population centers--Apalachicola, Fernandina Beach, Jacksonville, Key West, Marianna, Micanopy, Ochesee (which no longer exists), Quincy and perhaps others. At that time, the method of chartering was analogous to today's special act procedure.

Other counties were created at the will of the Legislature through the years until the last of the present 67, Gilchrist, was established on December 4, 1925.

The Historical Role of the State in Local Government

Counties presently derive their existence from Section 1 of Article VIII of the Constitution of the State of Florida, which states, in part, that "counties may be created, abolished or changed by law..." Municipalities (in Florida, an incorporated city, town or village) are authorized by Section 2 of Article VIII of the state constitution, which provides, in part, that "municipalities may be established or abolished and their charters amended pursuant to general or special law." Traditionally in Florida, county governments were created as administrative subdivisions of the state to perform essentially state-related functions on a decentralized basis. Municipal or city governments, on the other hand, were created to provide a variety of local services which the citizens of the city desired.

After Florida became a state, city government was treated in a manner common to most other states. The Legislature was the source of authority for city governments; it granted municipal charters and specified the powers of each city government through the charter. In addition, the Legislature often affected local governments through the enactment both of general laws and of local or special acts. In fact, most Florida cities today exist as a result of a charter having been granted by a special act of the Legislature. A lesser number exist by virtue of procedures previously contained in general laws, whereby a group of citizens could incorporate a municipality locally without specific legislative authority. (A "general law" is a legislative act which is intended to have statewide application, although there are general laws which relate to less than the whole state, such as referencing only one city. A "local" or "special act" is one which applies to an area or group which is less than the total area or population of the state). Today, a municipal charter generally originates within the community and is formally approved by the population as represented by a majority of the registered voters of the community. This is in addition to adoption of the charter proposal by the Legislature. Although most Florida county governments do not have a charter, county charters must also be approved by a vote of the citizens.

The first counties in Florida were governed by "county courts" composed of five Justices of the Peace. Although the courts' functions were primarily judicial, they also had certain legislative and executive functions to perform in providing services to the unincorporated areas. Among the earliest acts of Florida's General Assembly, as the House and Senate were collectively called, was the act creating the entity still known as "The Board of County Commissioners."

In the 1885 state constitution, the Legislature was granted, in explicit form, the powers to establish and abolish municipalities and to establish the jurisdictions and powers of those cities. The Legislature's control over city governments was absolute (total). Municipalities were regarded as creatures of the state, without inherent powers of their own. Even with some subsequent amendments to this constitution, the Legislature was still free to control municipal affairs by means of "local acts" or "general acts of local application." In 1934, a constitutional amendment which prohibited local acts was ignored by the Legislature.

During this period, in the absence of any grant of municipal "Home Rule," city governments' authority was limited to that expressly granted by the Legislature, or that which could be necessarily implied from an express grant. Any reasonable doubt regarding a city`s right to exercise a power was to be resolved (by a court) against the city.

The revised version of Article VIII of Florida's Constitution, adopted by the voters in 1968, made a dramatic break from the historical relationship between the State of Florida and its city and county governments. This new approach, commonly referred to as "Home-Rule," is representative of prevailing state policy in most American states today. It allows for "self-government by the people," with limited interference by another level of government, within the parameters of the law.

Statements for Consideration, Reading #1

The previous reading traces some historical facts regarding the development and formation of English urban centers during the late Middle Ages. This history demonstrates the need for local populations to gain a certain degree of autonomy. In the case of these early English citizens, the independence to be gained was not from the King (or Queen) and central government but from the local nobles and bishops who had gained power after the fall of the Roman Empire (around 500 A.D.). The reading also traces the implementation of "county government" by the early American colonists, which is a concept borrowed from the Counte (county) of France and the Shire of the British Isles. See if you agree with the statements below and use them to compare this historical information with Florida cities and counties of today. This comparison should show a common thread found in local government, i.e., the desire by the people for self-determination.

1. Citizens of the urbanized centers in England during the late Middle Ages and those of the early American counties seemed to have had very different kinds of concerns from the citizens residing in Florida cities and counties today.

2. The Florida Legislature acts in the same capacity as the King (or Queen) of early England with regard to the granting of local governing authority and power.

3. The choice of the system of government under which Florida's cities or counties operate today more closely reflects the wishes of the people than the choice of systems operating in communities of the late Middle Ages or those of the early American colonies.

4. The citizen needs and interests that lead toward establishment of a municipality today are the same kinds of motivations and interests that helped establish communities in the late Middle Ages.

5. The kinds of people who were politically powerless during the late Middle Ages or in the early American colonies are the kinds of people who are powerless today.

6. The process by which cities or counties obtain charters today is totally different from the process followed in early England.

Reading #2, "St. Joseph and Boom Towns"

The following narrative provides a brief history on the growth and demise of the City of St. Joseph, Florida. Today, this locale has been re-populated and is known as Port St. Joe in Gulf County. Illustration #1, Map of St. Joseph, and Questions for Consideration follow the reading.

(Source: Dav, Fredrick W. Florida: Old and New. New York: G.P. Putnam's and Sons, 1934, 199-201. Reprint permission request pending. Grammar and punctuation updated by editors.)

The first railroad in Florida was the third in the United States. It ran from Tallahassee to the port of St. Marks near the Gulf, over which cotton was shipped and a great and prosperous business was conducted. Horse power hauled the first railroad cars, but this was soon supplemented by the locomotive.

By means of railroads, we come in touch with an interesting locality in Florida, St. Joseph's Bay, which was fortified in 1718 by France as the harbor of Crevecoeur and was later fortified by Spain. Evidence of the importance which early navigators attached to St. Joseph's Bay has been handed down to us in 10 engraved maps dating from 1699 to 1778.

It is not a generally known fact that there once existed in the State of Florida a city of between three or four thousand people, with railroad and steamboat facilities, banks, churches, theaters and all the amenities of the times, which is now utterly extinct. An examination of the charts of the Gulf of Mexico show an almost landlocked harbor lying about 20 miles west of Apalachicola, with an average depth of 24 feet of water, called St. Joseph's Bay.

On the eastern shores of this bay, in the year 1829, was established the City of St. Joseph, and there grew up a busy export trade of the cotton which came from the rich plantations of northern Florida and southern Georgia. From the best sources of information, the export ran for several years, from 100,000 to 150,000 bales of cotton per annum. Money was spent like water and St. Joseph, though named after a saint, had the reputation of being the most wicked city in America. The immense amount of cotton came down the Apalachicola River and from its tributaries as far as Pinhook Point, some few miles above Apalachicola. There the steamers entered Lake Wimanico at the extreme end of which was a creek named Depot Creek. The cotton was then loaded on railway cars and transported five miles to St. Joe. A wharf was built at St. Joseph about three-quarters of a mile long on which ran the cars to the vessels moored alongside. Several years later, the railroad was extended to Iola, a point farther north on the river, and still later a new road was projected and partly graded to Marianna, but it was never completed.

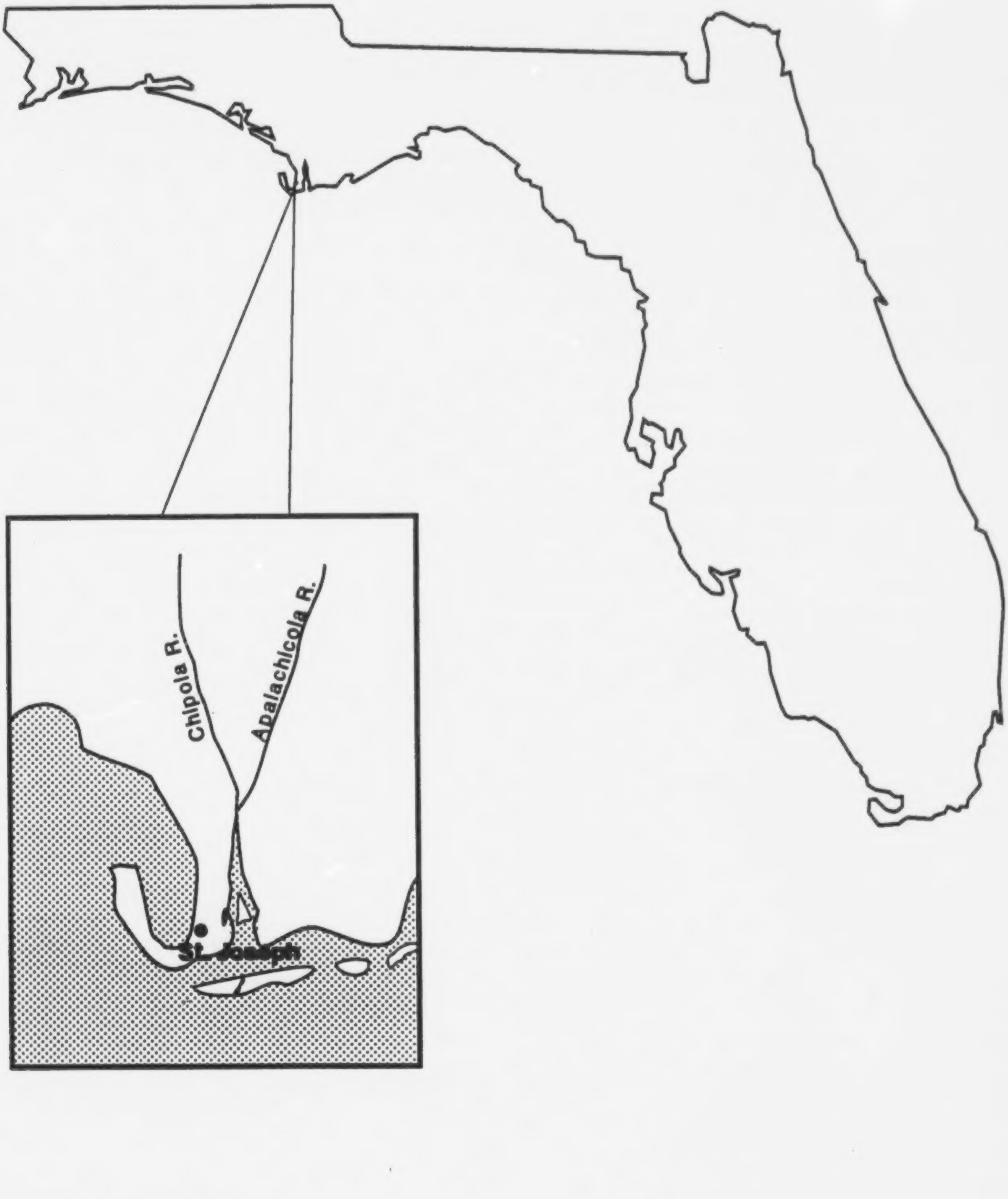
The heyday of this fast-growing city appears to have been from 1835 to 1841. On February 10, 1836, it was formally incorporated as a city, as appears in the state archives. That the first Constitutional Convention of the Territory was held there in December 1838, and in January 1839, shows that it was considered of great importance in those days. This is now commemorated by a handsome monument.

Three great causes contributed to St. Joseph's final decay: (1) the great cost of transportation and transfer; (2) the danger to vessels from a northwest wind; and (3) an epidemic of yellow fever which swept the whole of the Gulf coast in 1841 and which was particularly severe at this point.

No one would think by looking at the chart of St. Joseph's Bay that, being so landlocked, it could be otherwise than a safe refuge from any kind of storm which might rage in the Gulf of Mexico. It is true that a safe shelter and a good anchorage may be found in the bay, in anything but a tropical hurricane. However, this sheltered part of the bay was not accessible from the shore where St. Joseph was located. Westerly winds often played great havoc with the ships moored to the docks and a muddy bottom made it a bad anchorage and a dangerous place.

No one will ever be able to describe the terrors of the yellow fever epidemic of 1841; three graveyards mutely testify to the awful number of deaths which occurred. The graveyards included one located close to the site of the city, one on the sea beach where many people had run for safety, and one some distance out on the railroad track--the last of the refugee camps. The fever was brought on a vessel from South America and is said to have been responsible for the deaths of over 75 percent of the total population of St. Joseph. Because of the natural beauty of the bay and its proximity to the Gulf, St. Joseph had become a seaside resort in summer for the people of the interior. Among the prominent people who died of the scourge was the wife of one of Florida's Governors. It seems to have been a favorable year for the spread of this terrible disease, as it was reported at Pensacola, Mobile and other Gulf ports during this year. From 1841 to 1850, the few remaining settlers moved away and, by the latter date, it was entirely deserted.

Illustration #1, Map of St. Joseph


Chipola R.
Apalachicola R.
St. Joseph

Questions for Consideration, Reading #2

Now that you know about a Florida city that experienced quick growth and a quick demise, consider the questions below.

1. What do you feel might cause cities to develop in Florida?
2. What kind of factors might cause Florida cities to grow and grow quickly?
3. While it is unlikely today that a city would totally disappear like St. Joseph, what kinds of things might interfere with a Florida city's growth? What might cause a city's decline?

Reading #3, "The Lost Counties"

(Source: Morris 1989, 418. Reprinted with permission.)

Fayette confounds those who say that counties, once born, never die in Florida. Fayette [County] was born in 1832 and died in 1834, the only county to pass completely out of existence.

Presumably named for the Marquis de Lafayette, who died in the same year as the county, Fayette filled the big "V" of the converging Chipola and Apalachicola rivers with Alabama's boundary as the cross bar. Fayette was reincorporated in Jackson County.

New River, Benton and Mosquito have disappeared from the roster of Florida counties, but only through change of name. Unlike Fayette, they live today through their direct descendants. New River has become Baker [County] and Bradford [County]; Benton returned to its original designation of Hernando [County]; and Mosquito is now Orange [County] after almost having been named Leigh Read.

Bloxham existed as a county on paper only, the voters refusing to approve its establishment. There might have been a Call County but for a gubernatorial veto. St. Lucie gave way to Brevard [County], but the name was revived a half century later for a new county.

Activity #1, "Historical Time Line and Population Growth Chart for Florida City and County Governments"

Using the data supplied in the accompanying historical time line and population growth chart, the reader should be able to answer each of the questions below. (An Answer Key is provided on the reverse side.) For added interest, refer to the history information provided on the county and city governments within your county found in "Getting to Know Your City and County Governments," Appendix D.

1. What key factor in the early 1800s caused the initial growth and development of cities and counties in Florida? Why?

2. What conditions have encouraged growth and development since then?

3. What factors or conditions in Florida's history might be considered as having discouraged growth and development of certain local governments?

Answer Key, Activity #1

1. The railroads (1834-1837) opened up access to what was previously a great deal of wilderness.

2. a. new industries emerging in 1870 - timber, shipping, cattle and cigar making
   b. Hamilton Disston's purchase of four million acres in Central Florida (1881)
   c. Henry B. Plant's railroad short-lines produced agricultural and industrial awakening of Florida's west coast (1884)
   d. phosphate mining
   e. statehood (1845)
   f. infrastructure construction (1850-1860)
   g. Henry B. Flagler's railroad and hotel properties down Florida's east coast (1886)
   h. wars (Spanish-American War, World War I and II)--returning tourists and residents as a result
   i. special events, such as Pensacola's selection as site for naval aviation training (1913)
   j. commercial airline service (1914)
   k. land boom (1919-1925)
   l. space activities at Cape Canaveral
   m. Cuban "freedom flights" (1965-1973), Mariel Boatlift and Haitian/Nicaraguan refugees (1980)
   n. Walt Disney World opened (1971)
   o. major road or bridge linkage

3. hurricanes, fires, depression, frosts, agricultural diseases or infestations, etc.

HISTORICAL TIME LINE

This time line depicts important events in the history of Florida that were significant to the development of the state's cities and counties. (Note: For the purpose of this time line, all municipalities are referred to as cities, even if the formal title is town or village.)

1559 Spanish explorer Tristan de Luna established a colony on the shores of Pensacola Bay. Abandoned two years later, it was the first attempt at permanent colonization in Florida.

1565 First permanent settlement by Europeans (Spanish) in Florida was established at San Augustin (later named St. Augustine).

1586 Sir Francis Drake, a British seafarer, sacked and burned St. Augustine.

1680s San Marcos de Apalache (St. Marks of today) was a fort and a settlement of consequence.

1698 Pensacola was re-established by the Spanish (five flags would fly over the community in following years).

1763 British East Florida, with St. Augustine and its 900 buildings as capital, stretched from the Atlantic to the Apalachicola River. British West Florida, with Pensacola as capitol, stretched from the Apalachicola to the Mississippi.

1821 Andrew Jackson received the Floridas from Spanish authorities (U.S. Territory) and recognized the counties of Escambia and St. Johns as existing governmental entities.

1821-1838 Florida's Territorial Period.

1822 Cities of Pensacola and St. Augustine incorporated.
Jackson County (3rd) and Duval County (4th) established.

1823 Gadsden County (5th) and Monroe County (6th) established.

1824 Governor DuVal proclaimed the site of today's Tallahassee as the seat of the new Territory.
Leon County (7th), Walton County (8th), Alachua County (9th), Nassau County (10th) and Mosquito County (11th, renamed Orange County in 1845) established.

1825 Washington County (12th) established.
Cities of Fernandina Beach and Marianna incorporated.

1827 Jefferson County (13th), Madison County (14th) and Hamilton County (15th) established.

1828	Cities of Key West and Quincy incorporated.
1831	City of Apalachicola incorporated.
1832	Columbia County (16th) and Franklin County (17th) established. City of Jacksonville incorporated.
1834	Hillsborough County (18th) established.
1834-1837	Florida's first railroads began operation. The Tallahassee-St.Marks line was established.
1836	Dade County (19th) established.
1837	City of Micanopy incorporated.
1838	Calhoun County (20th) established.
1838-1839	Fifty-six Commissioners, elected from Florida's 20 counties, gathered at St. Joseph to draft a constitution in anticipation of statehood. That constitution created an entity known as the Board of County Commissioners and directed election of a Board in each county of the state.
1840	City of Tallahassee incorporated.
1842	Santa Rosa County (21st) established.
1843	Hernando County (22nd) and Wakulla County (23rd) established.
1844	Marion County (24th) and Brevard County (25th) established. St. Lucie County established (also as 25th, re-created on May 24, 1905 as 46th county). City of Milton incorporated.
1845	Florida became a state. Levy County (26th) established.
1848	Holmes County (27th) established.
1849	Putnam County (28th) established.
1850-1860	Significant portion of Florida's infrastructure (support facilities for civilization) built. Sumter County (29th, 1853), Volusia County (30th, 1854), Manatee County (31st, 1855), Liberty County (32nd, 1855), Lafayette County (33rd, 1856), Taylor County

(34th, 1856), Suwanee County (35th, 1858), New River County (36th, 1858, changed to Bradford County in 1861) and Clay County (37th, 1858) established.

Cities of Jasper (1850), Palatka (1853), Tampa (1855) and Alligator (1859, changed to Lake City in 1861) incorporated.

In 1857, Army Captain Abner Doubleday surveyed South Florida and built a wagon trail linking Fort Dallas (Miami) and New River (Fort Lauderdale).

In 1860, Florida Railroad, the first cross-state line, linked Fernandina on the east coast with Cedar Key on the west coast.

1861 Baker County (38th) and Polk County (39th) established.

Revised state constitution gave constitutional status to the Board of County Commissioners.

1867 City of Port Orange incorporated.

1868 City of Ocala incorporated.

1869 Cities of Cedar Key and Gainesville incorporated.

1870s Plantation system dies, replaced with tenant farm system. New industries emerge: timber, shipping, cattle and cigar-making (Tampa).

Cities of Starke (1870), Hampton (1870), Leesburg (1875), Orlando (1875), Baldwin (1876), Daytona Beach (1876), Sanford (1877), Wildwood (1877), Archer (1878), Live Oak (1878) and Orange Park (1879) incorporated.

1880 Cities of Brooksville and Ormond Beach incorporated.

1881 Hamilton Disston, a Philadelphia saw industrialist, bought four million acres of Central Florida at 25 cents an acre to free the Internal Improvement Fund of debt and to open the way for development of much of peninsular Florida.

Phosphate mining began in Peace River Valley.

Citrus industry spreads.

Cities of Eustis and Hawthorne incorporated.

1882 Cities of Apopka, Bartow, Chipley, Deland and Orange City incorporated.

1883 City of Kissimmee incorporated.

1884 First train of new Plant System, one of many short-lines created by Henry B. Plant, rumbled into Tampa to produce the agricultural and industrial awakening of the west coast of Florida.

Cities of Bronson, Eau Gallie (merged with the City of Melbourne in 1969) and Fort White incorporated.

1885 Revised constitution created new Article VIII, entitled "Counties and Cities." First time constitution addressed the creation and existence of cities.

Cities of Belleview, Fort Meade, Lakeland, Maitland, Macclenny, Plant City, Tavares and White Springs incorporated.

1886 Requiring a railroad adequate to serve a great hotel he had built at St. Augustine, Henry B. Flagler bought the first transportation link in the chain of railroad and hotel properties he constructed down the east coast to Key West. People and industry followed his penetration.
Cities of Bonifay and Fort Myers incorporated.

1887 Osceola County (40th), Lee County (41st), DeSoto County (42nd), Lake County (43rd), Citrus County (44th) and Pasco County (45th) established.
Cities of Eatonville, New Smyrna Beach, Oakland, Punta Gorda, Rockledge, Tarpon Springs, Titusville and Winter Park incorporated.

1888 Cities of Interlachen, Lake Helen and Melbourne (merged with City of Eau Gallie in 1969 to form the present-day City of Melbourne) incorporated.

1889 Cities of Dade City and San Antonio incorporated.

1890 Flagler's steel bridge across the St. Johns River at Jacksonville opened, eliminating the ferry and permitting trains to travel from New York to St. Augustine and down the east coast for the first time.

1891 Cities of Avon Park, Dunnellon, Green Cove Springs and Saint Leo incorporated.

1892 City of High Springs incorporated.

1893 City of Carrabelle incorporated.

1894-
1899 Repeated frosts killed much citrus and sent industry southward.
Cities of Madison (1894), Mangonia Park (1894, later annexed by West Palm Beach; present city incorporated in 1947), Palmetto (1894), Pomona (1894, changed to Pomona Park in 1945), Sneads (1894), West Palm Beach (1894), Cocoa (1895), Miami (1896), Lake Butler (1897), Williston (1897) and Dunedin (1899) incorporated.
In 1898, Spanish-American War saw embarkation camps at Tampa, Miami and Jacksonville. Thousands of soldiers and others who visited the state returned later as tourists or residents.

1900 Cities of Jennings and Webster incorporated.

1901 On May 3, flames raced for eight hours across the heart of Jacksonville, covering 146 city blocks and destroying 2,368 buildings.
Cities of Arcadia, DeFuniak Springs, Fort Pierce, Holly Hill and Mulberry incorporated.

1902-1904 Cities of Crystal River (1902), Graceville (1902), Sarasota (1902), Bell (1903), Blountstown (1903), Bradenton (1903), Mayo (1903), Perry (1903), St. Petersburg (1903), Dania (1904), Noma (1904) and Umatilla (1904) incorporated.

1905 Construction commenced on "Flagler's Folly," the railroad across the Keys from Homestead to Key West.
St. Lucie County recreated as the 46th county (originally established 1844).
Cities of Alachua, Center Hill, Cottondale, Largo, Laurel Hill (later dissolved, re-incorporated 1955) and Lawtey incorporated.

1907 Cities of Bowling Green, Greenville, Havana, Waldo and Wauchula incorporated.

1908 Cities of Gretna, Trenton (abolished, re-established in 1911) and Winter Garden incorporated.

1909 Palm Beach County (47th) established.
Cities of Hastings, Lee and Panama City incorporated.

1910 Cities of Gulfport and Mount Dora incorporated.

1911 Pinellas County (48th) established.
Cities of Alford, Auburndale, Bushnell, Callahan, Crescent City, Fort Lauderdale, Greensboro, Malone, Palm Beach and St. Cloud incorporated.

1912 Overseas railway linked the City of Key West (an island) with the Florida mainland.

1913 Pensacola selected as site for Naval aviation training.
Bay County (49th) and Seminole County (50th) established.
Cities of Bunnell, Caryville (charter lapsed, re-incorporated 1965), Homestead, Lake Worth, Lynn Haven, McIntosh, Port St. Joe and Zolpho Springs incorporated.

1914 On January 1, first regularly scheduled commercial airline between two U.S. cities established at St. Petersburg. (St. Petersburg's Mayor A.C. Pheil and freight flown to Tampa.)
Cities of Florida City, Haines City, Stuart and Zephyrhills incorporated.

1915 Carl Fisher began dredging Biscayne Bay; development increased in South Florida.
Broward County (51st) and Okaloosa County (52nd) established.
Cities of Branford, Clearwater, Davenport, Fellsmere, Miami Beach, Okeechobee and Pinellas Park incorporated.

1916 Cities of Clermont and Crestview incorporated.

1917 Flagler County (53rd) and Okeechobee County (54th) established.
Cities of Lake Wales, Melbourne Beach and Safety Harbor incorporated.

1917-1918 Florida scene of training for World War I fighting men.
Road program began in Florida.

1918 City of Lake Alfred incorporated.

1919-1925 Years of huge land boom with influx of thousands of people, many of whom remained as residents.
Campaign to eradicate Texas cattle tick saw counties quarantined against each other (1920).
In 1921, Hardee County (55th), Highlands County (56th), Charlotte County (57th) and Glades County (58th) established in a massive division of DeSoto County. Dixie County (59th), Sarasota County (60th) and Union County (61st) established.
Connors Highway connected West Palm Beach, Okeechobee and Tampa (1924).
In 1923, Collier County (62nd) and Hendry County (63rd) established.
In 1925, Martin County (64th), Indian River County (65th), Gulf County (66th) and Gilchrist County (67th) established.
At least 55 new cities incorporated: Inverness (1919), Vero Beach (1919), Altamonte Springs (1920), Boynton Beach (1920), Chattahoochee (1921), Eagle Lake (1921), Frostproof (1921), Lantana (1921), Valparaiso (1921), Ocoee (1922), Pahokee (1922), Riviera Beach (1922), Clewiston (1923), Groveland (1923), Hillcrest Heights (1923), Kelsey City (1923, changed to Lake Park in 1939), Naples (1923), Winter Haven (1923), Belle Isle (1924), Belleair (1924), Edgewater (1924), Edgewood (1924), Lauderdale-By-The-Sea (1924, abolished 1933 and newly charted 1947), Longwood (1924), Moore Haven (1924), New Port Richey (1924), Sebastian (1924), Boca Raton (1925), Campbellton (1925), Cocoa Beach (1925), Coleman (1925), Coral Gables (1925), Deerfield Beach (1925), Dundee (1925), Flagler Beach (1925), Floranda (1925; hurricane damaged 1926, reincorporated 1929 as Oakland Park), Hialeah (1925), Hollywood (1925), Howey-In-the-Hills (1925), Jacksonville Beach (1925), Jupiter (1925), Keystone Heights (1925), Labelle (1925), Lady Lake (1925), Lake Hamilton (1925), Mascotte (1925), Montverde (1925), Oviedo (1925), Polk City (1925), Port Richey (1925), Reddick (1925), Temple Terrace (1925), Vernon (1925), Windermere (1925) and Yankeetown (1925).

1926 Miami area practically wiped out by a hurricane.
Florida's land bubble collapsed.
Cities of Anna Maria, Atlantic Beach, Fruitland Park, Gulf Stream, Miami Springs, Minneola, North Miami, North Miami Beach, Opa-Locka, South Miami and Venice incorporated.

1927 Large-scale growing and milling of sugar began in Everglades at Clewiston.
Cities of Astatula, Delray Beach, Greenwood, Hallandale and Penney Farms incorporated.

1928 Tamiami Trail built between Tampa and Miami.

Cities of Belle Glade, Chiefland, Highland Park and Lake Placid incorporated.

1929 Infestation of Mediterranean fruit fly required tons of citrus fruit to be destroyed in 20 mid-state counties.
Depression began--43 state banks and 10 national banks failed in Florida.
Cities of Cross City, Golden Beach, Pierson, Sebring and Williston incorporated.

1931 Cities of Manalapan, Neptune Beach and Ocean Ridge incorporated.

1932 City of Miami Shores incorporated.

1933 City of Biscayne Park incorporated.

1934 Depression-exhausted Key West City Council and Monroe County Commission signed over their powers to the Federal Emergency Relief Administration (FERA). FERA initiated a program to make Key West the American winter resort of the tropics. Citizens volunteered two million manhours of labor in refurbishing the community. Pageants and other cultural events attracted 40,000 visitors that winter.

1935 Cities of Indian Creek Village and Surfside incorporated.

1936 Cities of Callaway (reactivated in 1959) and Oldsmar incorporated.

1937 Cities of El Portal, Fort Walton Beach and Golfview incorporated.

1938 City of South Daytona incorporated.

1939 City of Jay incorporated.

1940 Cities of Casselberry and Marineland incorporated.

1941-
1945 Florida hammered with World War II industry as training grounds for tens of thousands of men and women of the armed forces at great camps like Camp Blanding, the World War II reception center near Starke. Tourist hotels and restaurants at Miami Beach, Daytona Beach, St. Petersburg and other resort centers afforded quick means for accommodating hoards of armed forces trainees.
Cities of Sweetwater (1941), Redington Beach (1944), Shalimar (1944) and Century (1945) incorporated.

1946 Cities of Altha, Bay Harbour and Mary Esther incorporated.

1947 Cities of Bay Harbour Islands, Glen Ridge, Greenacres City, Hilliard, Hillsboro Beach, North Bay Village, Pompano Beach, Virginia Gardens, Welaka and Wilton Manors incorporated.

1948 City of Hialeah Gardens incorporated.

1949 Cities of Highland Beach, Indian Shores, Medley and West Miami incorporated.

1950-1953 Cities of Belleair Beach (1950), Cinco Bayou (1950), Haverhill (1950), Holmes Beach (1950), Cedar Grove (1951), Cloud Lake (1951), Grand Ridge (1951), Madeira Beach (1951), Palm Beach Shores (1951), Springfield (1951), Brooker (1952), Indialantic (1952), Paxton (1952), Bradenton Beach (1953), Everglades (1953), Indian River Shores (1953), Juno Beach (1953), Jupiter Island (1953), Lazy Lake (1953), North Redington Beach (1953), Panama City Beach (1953) and Plantation (1953) incorporated.

1954 Sunshine Skyway Bridge built, spanning 15.2 miles across lower Tampa Bay.

1955 State-long Florida Turnpike authorized by the Legislature.
Cities of Beverly Beach, Hypoluxo, Indian Harbour Beach, Longboat Key, Margate, Miramar, Niceville, Redington Shores, Sopchoppy, South Palm Beach, South Pasadena and Treasure Island incorporated.

1956 Cities of Indian Rocks Beach, Inglis, Lighthouse Point and North Palm Beach incorporated.

1957 Dade County adopted a charter (effective May 21).
Cities of Bristol, Golf, Pembroke (merged with Hollywood Ridge Farms in 1959 as Pembroke Park), Kenneth City, Key Colony Beach, Lacrosse, Lake Clarke Shores, Melbourne Village, Palm Springs, St. Petersburg Beach, Satellite Beach, Sewall's Point and Tequesta incorporated.

1958 Free world's first earth satellite, Explorer I, sent aloft from Cape Canaveral.
City of Glen St. Mary incorporated.

1959 Cities of Atlantis, Cooper City, Jupiter Inlet Colony, Lauderhill, Monticello, North Port, Palm Bay, Palm Beach Gardens, Palm Shores, Royal Palm Beach, St. Augustine Beach, Sea Ranch Lakes, West Melbourne, Wewahitchka and Winter Springs incorporated.

1960 Federal census ranked Florida tenth in nation.
Cities of Daytona Beach Shores, Islandia, Ocean Breeze Park and Pembroke Pines incorporated.
City of Ebro incorporated some time in 1960s (exact date uncertain).

1961 U.S. Manned Space Program started from Cape Canaveral (Space Age ramifications).
Cities of Davie, Gulf Breeze, Lauderdale Lakes, Port St. Lucie, St. Lucie Village and Sunrise incorporated.

1962 City of Malabar incorporated.

1963 Cities of Bascom, Belleair Bluffs, Briny Breezes, Cape Canaveral, Coral Springs, Esto, Freeport, Horseshoe Beach, Layton, North Lauderdale, Oak Hill, Parkland, Ponce De Leon, Ponce Inlet, St. Marks, South Bay, Tamarac, Wausau and Worthington Springs incorporated.

1965 Premier Fidel Castro opened the doors for "freedom flights" from Cuba. The airlift, bringing refugees into Miami at the rate of 48,000 per year, helped transform the ethnic make-up of Dade County.
Cities of Fanning Springs and Orchid incorporated.

1966 Disney World project announced; impact to Orlando, Orange County and surrounding smaller cities such as Kissimmee.
City of Weeki Wachee incorporated.

1967 Consolidated Government of Jacksonville/Duval County approved by the voters.
Cities of Bay Lake, Belleair Shore, Coconut Creek, Lake Buena Vista, Mexico Beach and Parker incorporated.

1968 Revised Florida Constitution approved by the voters (effective 1969) included Home Rule provision.
Republicans held convention at Miami Beach, first national gathering of a major political party ever convened in Florida.
Duval County adopted a charter (effective October 1).
City of Jacksonville/Duval County consolidation effective; new charter adopted.
City of Otter Creek incorporated.

1970 Cities of Cape Coral, Seminole and Westville incorporated.

1971 Walt Disney World opened.
Sarasota County adopted a charter (effective November 3). Volusia County adopted a charter (effective January 1).
Cities of Newberry and Raiford incorporated.

1972 Voters ratified constitutional amendment reorganizing the 16 kinds of trial courts into a uniform state system. The new judicial article eliminated all Justice of the Peace courts and provided for the phasing out of municipal courts by 1977.

1973 Municipal Home Rule Powers Act enacted by Legislature.
"Freedom flights" from Cuba ended.
City of Lake Mary incorporated.

1974 Legislature created Ethics Commission to oversee public officers and employees.
City of Sanibel incorporated.

1975 Broward County adopted a charter (effective January 1).

1980 The "Mariel Boatlift" brought 120,000 Cubans to Key West; some 30,000 Haitians and 15,000 Nicaraguan refugees added to the monumental resettlement problems.
Pinellas county adopted a charter (effective October 7).

1981 A sinkhole, the largest in Central Florida memory, unexpectedly appeared on May 9 in Winter Park. The 350-foot wide, 150-foot deep crater took part of a municipal swimming pool.

1983 Devastating Christmas freeze ruined fruit groves in Central Florida.
Overtown (Miami) riots took place.
Hillsborough County adopted a charter (effective July 28).

1984 Metro Rail (mass transit train) opened in Miami.
Cities of Destin and Jacob City incorporated.

1985 Citrus and vegetables frozen in all but one of the 67 counties; 10 million trees uprooted and burned to eradicate citrus canker; 8,949 forest fires charred a record 345,643 acres.
Palm Beach County adopted a charter (effective January 1).

1986 Charlotte County adopted a charter (effective January 1). Orange County adopted a charter (effective November 1).
City of Midway incorporated.

1987 Alachua County adopted a charter (effective January 1).

1989 Seminole County adopted a charter (effective January 1).

1990 Amendment #3 to the Florida Constitution approved on November 6, requiring the Legislature to fund or provide funding source for mandates (required programs) placed on cities and counties.
Voters of Orange County established commission-elected chairman form of government (the first in the state) and elected first Chairman on November 6.

1991 Clay County adopted a charter (effective January 1).
City of Key Biscayne incorporated.

Population Growth Chart

The following chart shows the population increases of the state as a whole and of selected Florida counties and cities throughout the 1900s. Note: county population figures include the total county area, not just the unincorporated area.

	1900	1930	1950	1070	1980	Estimate April 1, 1989
Florida	530,000	1,568,000	2,771,000	6,791,418	9,740,000	12,714,644
Broward County	not a county	20,094	83,993	620,100	1,018,257	1,240,977
City of Fort Lauderdale	not a city	8,666	36,328	139,590	153,279	150,503
Dade County	4,955	142,955	495,084	1,246,725	1,608,216	1,868,064
City of Miami	1,681	110,637	249,276	334,859	346,865	369,055
Duval County	39,733	155,503	304,029	528,655	561,485	685,733
City of Jacksonville	28,429	129,549	204,517	518,131	540,920	646,836
Escambia County	28,313	53,594	112,706	172,539	205,511	285,237
City of Pensacola	17,747	31,579	43,479	59,507	57,619	64,237
Hillsborough County	36,013	153,519	249,894	398,270	560,473	839,628
City of Tampa	15,839	101,161	124,681	277,714	271,523	287,037
Orange County	11,374	49,737	114,950	286,619	443,870	653,064
City of Orlando	2,481	27,330	52,367	99,006	128,291	166,181
Pinellas County	not a county	62,149	159,249	502,277	724,988	854,113
City of St. Petersburg	not a city	40,425	96,738	216,159	238,647	246,544

Information taken from: Census of Population, Volume I, U.S. Government Printing Office, Washington, D.C., December 1901, 1931, September 1952, June 1973 and April 1983; and Florida Estimates of Population '89, April 1, 1989, Bureau of Economic and Business Research, University of Florida, Gainesville, FL, February 1990.

Unit 1 - Lesson 2

"The Legal Roles of Florida's City and County Governments"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 1 - Lesson 2

"The Legal Roles of Florida's City and County Governments"

RATIONALE:

In our rapidly growing state, we often lose sight of the roles played by Florida's two general purpose local governments. In learning about Florida city and county governments, it is important to become familiar with the legal foundation under which these two distinct local governments operate, and to understand their respective relationship with state government and with each other. These legal roles and responsibilities are spelled out in the Florida Constitution, the statutes, special acts and, in the case of cities and chartered counties, the local charter.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. identify at least five of the various legal roles and responsibilities established for city governments in Florida;

2. identify at least five of the various legal roles and responsibilities established for county governments in Florida;

3. use correctly the following terms: municipal government/municipality, county government, charter county and intergovernmental relations; and

4. understand the relationship between city government and state government, between county government and state government, and between city government and county government.

MATERIALS AND RESOURCES:

1. Reading #1, "The Legal Roles of State, County and City Government in Florida."

BACKGROUND INFORMATION:

(Sources: Constitution of the State of Florida, as revised in 1968 and subsequently amended; Florida statutes, as of the 1990 legislative session; and Whitman Center for State and Local Government, The University of West Florida, 1987, rev. 1989, I-C-1 - I-C-2. Portions reprinted with permission.)

Lesson #1 of this unit offered an overview of historical events leading to the development of cities and counties in Florida. An introduction was given to the reasons these units of local government were created. Equipped with this social and political understanding of the purposes served by these levels of government, this lesson introduces the legal roles and responsibilities of cities and counties, respectively. In turn, the reader is able to examine the relationship of these local governments with state government and with each other.

The Constitution of the State of Florida contains a dozen or so passages which affect city or county government in relatively direct ways. As they relate to this lesson, several of these sections are paraphrased below:

> **Article II**, Section 8--Ethics in Government. Applies certain ethics requirements to municipal and county officers, especially disclosure of campaign finances, and empowers the Legislature to require municipal and county officers, candidates and employees to make public disclosures of their financial interests; establishes the Florida Commission on Ethics, which may investigate allegations against municipal and county officers.
>
> **Article IV**, Sections 1 and 7--Governor's Powers. The Governor, vested with the state's supreme executive power, shall take care that the laws be faithfully executed, commission all officers of the state and counties, and transact all necessary business with the officers of government. He may require information in writing from all executive or administrative municipal or county (as well as state) officers on any subject relating to their duties. The Governor may initiate judicial proceedings in the name of the state against any such officer to enforce compliance with any duty or restrain any unauthorized act. The Governor may call out the militia to preserve the public peace and execute the laws of the state. Unless provided for elsewhere in the constitution, the Governor shall fill by appointment any vacancy in state or county office. The Governor may suspend from office any county officer for malfeasance, misfeasance, neglect of duty, drunkenness, incompetence, permanent inability to perform his official duties or commission of a felony, and may fill the office by appointment for the period of suspension. He may suspend from office any municipal officer indicted for crime, until acquitted, and may appoint another person to the office for the period of the suspension, unless these powers are vested elsewhere by law or the municipal charter.
>
> **Article V**, Section 1--Courts. The judicial power shall be vested in a supreme court, district courts of appeal, circuit courts and county courts. By adoption of this section in 1972, municipal courts were abolished. Municipalities are prohibited from establishing courts.
>
> **Article VI**, Sections 1 through 6--Suffrage and Elections. Voter registration shall be regulated by state law (not by local ordinance). A general election shall be held in each county on the first Tuesday after the first Monday in November of each even-numbered year to choose a successor to each elective county (and state) officer whose term will expire before the next general election. Elections in municipalities shall be provided by law.
>
> **Article VII**, Sections 1, 2 and 9--Taxation. The ad valorem tax on real property and

tangible personal property is reserved to local governments. All other forms of taxation are preempted to the state, except as provided by general law. Municipal and county government ad valorem taxes are limited to 10 mills or less, exclusive of taxes levied for the payment of bonds and taxes levied for not longer than two years when authorized by referendum (vote of the electors). A county furnishing municipal services (a chartered county) may levy up to an additional 10 mills.

Article VIII, Section 1--Counties. The state shall be divided by law into political subdivisions called counties. Counties may be created, abolished or changed by state law. Pursuant to general or special law, a county government may be established by charter (chartered county), which shall be adopted, amended or repealed only upon vote of the electors of the county in a special election called for that purpose.

There shall be elected by the electors of each county, for terms of four years, a Sheriff, a Tax Collector, a Property Appraiser, a Supervisor of Elections and a Clerk of the Circuit Court. Except when otherwise provided by county charter, the governing body of each county shall be a Board of County Commissioners composed of five or seven members serving staggered terms of four years. Non-chartered counties have such power of self-government as is provided by general or special law; counties operating under county charters shall have all powers of local self-government not inconsistent with general law, or with special law approved by vote of the electors.

A county ordinance shall not be effective within a municipality to the extent of conflict (non-chartered). The charter of chartered counties shall provide which ordinance prevails within in the city's boundaries in the case of a county ordinance conflicting with a municipal ordinance. In every county there shall be a county seat at which shall be located the principal offices and permanent records of all county officers.

Article VIII, Section 2--Municipalities. Municipalities may be established or abolished and their charters amended by general or special law. Municipalities shall have governmental, corporate and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except as otherwise provided by law. Each municipal legislative body shall be elective. Annexation shall be as provided by law. Consolidation of a county government and one or more municipal governments is authorized.

The terms **municipal government/municipality, county government, charter county** and **intergovernmental relations** (see Vocabulary on the next page) are introduced and stressed in this lesson. However, other terms used in this lesson which it may be helpful to review include: ad valorem taxes, charter, consolidation, general law, Home Rule, incorporation, mills (or millage rate), ordinance, sovereignty and special act. Definitions for these terms may be found in the Glossary, Appendix C.

VOCABULARY:

municipal government/municipality - in Florida, an incorporated city, town or village having powers of self-government provided by charter. (For the purposes of this curriculum, the term "city" will be used interchangeably to refer to all municipal governments in Florida.)

county government - a political subdivision of the state established by the state Legislature to implement state services at the local level.

charter county - counties whose citizens have voted to adopt a charter, often adding the provision of "municipal-type services" in the unincorporated area to their county government responsibilities. As of January 1991, the following were chartered counties in Florida: Alachua, Broward, Charlotte, Clay, Dade, Duval, Hillsborough, Orange, Palm Beach, Pinellas, Sarasota, Seminole and Volusia.

intergovernmental relations - the connection or involvement of one or more governments with each other; the relationship possibilities take many forms, with both positive and negative results, and may include an overlap of power or jurisdiction prescribed by law, an agreement to mutually share certain services, a shared taxing source, land issues, one or more intergovernmental committees, a cooperative partnership for a specific project and duplicative services, to name a few examples.

Reading #1, "The Legal Roles of State, County and City Government in Florida"

This reading contains a summary of some of the broad legal roles and responsibilities established for state, county and city governments in Florida. This information will help provide an understanding of the relationship between these various governmental levels. It might prove helpful to consider why these various roles and responsibilities developed as they did. Some reasons might include: subdivision of the state into counties (to better provide state services at the local level), checks and balances (sovereignty of state balanced by more local self-government, within the parameters of the law); more participation at the local level and the need for basic services provided in an organized fashion (establishment of municipalities by charter), and demand of local citizens living in the unincorporated areas served by county government to have more municipal-type services (chartered counties). Lesson #3 of this unit on "Home Rule" and Unit 2 on "Local Government Services" explore these issues in more detail.

Specific examples of an "intergovernmental relationship" between these units of government might also be considered. For example, **state government**: through its legislative arm (the Legislature), may create or abolish counties and cities and amend local charters; provides state services to all state citizens either directly or through its agents, the county governments (thus, impacting activities even within municipal boundaries); has all constitutional authority to tax (with the exception of ad valorem taxes), affecting all jurisdictions of the state; and has a statewide court system (cities have no courts). **County governments**: are a political subdivision of the state; provide state services to citizens throughout their respective county jurisdiction, even within municipal boundaries; may levy up to 10 mills in ad valorem taxes within their respective unincorporated areas (cannot tax within the city limits); and may enact county ordinances which are in effect throughout the county unless in conflict with a municipal ordinance (if chartered, a county ordinance may prevail over a municipal ordinance within the city limits). **City governments**: have self-government within the parameters of laws passed by the state; may provide municipal-type services outside of their jurisdiction, thus impacting county government; may annex property (thus taking in property previously on the county tax rolls); and may levy up to 10 mills in ad valorem taxes, but only within their respective city limits.

STATE GOVERNMENT:

a. has **sovereignty** (highest authority) over local government affairs, as defined by the United State federal system;
b. is a **provider** of statewide governmental services, such as judicial, health, financial and transportation services, either directly or through its agents, the county governments;
c. is an economic and social **equalizer** (has the responsibility to provide for those in the state who cannot provide for themselves);
d. is a **regulator** in order to correct abuses that exist;
e. is a **taxer** and has all constitutional authority to tax, except as provided for in general law (excludes ad valorem property taxes, which are reserved for local governments by the constitution);

f. has its supreme **executive** power vested in a Governor elected by the people;
g. has **legislative** power vested in a Legislature, consisting of the House and Senate, whose representatives are elected by the people; and
h. has a court system (supreme court, district courts of appeal, circuit courts and county courts) to interpret laws at all levels (**judicial**).

COUNTY GOVERNMENT:

a. is a political **subdivision** of the state;
b. carries out **state services** on a local basis;
c. may be **created**, abolished or changed by laws of the state Legislature;
d. has a **county seat** designated by general law where the principal offices and permanent records of all county officers are located;
e. except when otherwise provided by county charter, is governed by a Board of County Commissioners (**legislative** and some **executive**) composed of five to seven members who are elected by the people to serve staggered four-year terms;
f. has five constitutional officers (**executive** in their respective areas) elected by the residents of each county (the Sheriff, Tax Collector, Property Appraiser, Supervisor of Elections and Clerk of the Circuit Court), unless modified by county charter;
g. may adopt a **charter** by vote of the people to expand its role as provider of more municipal-type services to citizens within the unincorporated area (charters are more often adopted in urbanized or heavily populated counties);
h. has powers of **self-government** (Home Rule) as provided by general or special law (non-chartered counties) or not inconsistent with general law or with special laws approved by a vote of the people (chartered counties);
i. may enact **county ordinances** or laws not inconsistent with general law (the ordinances of non-chartered counties are not effective within the incorporated limits of a city and the charter of chartered counties provides which shall prevail within the incorporated limits of a city in the event of conflict between a county and city ordinance);
j. may enact up to 10 mills in property taxes (**ad valorem taxes**) on a countywide basis and may levy up to an additional 10 mills in all or part of the unincorporated area of the county for municipal purposes (may exceed 10 mill cap for up to a two-year period, if authorized by the voters); and
k. provides facilities for state courts and oversees its county courts (**judicial**), which are part of the state court system.

CITY GOVERNMENT:

a. is legally established through the act of **incorporation**, which includes adoption of a charter prepared by citizens residing in the affected area; the charter must be subsequently authorized by special act of the Legislature (generally these special acts contain a referendum requirement, i.e., a vote of the people);
b. may be **established** or abolished and its charter amended per general or special law approved by the state Legislature;
c. provides **municipal-type services** required by the people, including, but not limited

to, police services, fire protection, garbage collection, traffic control, street lighting, sewage treatment and drinking water;

d. has governmental, corporate and proprietary **powers** to enable it to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except as otherwise provided by law (Home Rule or self-government);

e. has a municipal **legislative** body elected by the people and provided for by charter;

f. may enact municipal **ordinances** not inconsistent with state laws or county charter;

g. may **annex** property (annexation is the process available to expand the boundaries of a city), as provided by general or special law; and

h. may enact up to 10 mills in property taxes (**ad valorem taxes**) within the incorporated boundaries of the city (may exceed 10 mill cap for up to a two-year period, if authorized by the voters of the city).

Unit 1 - Lesson 3

"Home Rule in Florida"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"Home Rule in Florida"

RATIONALE:

Home Rule, or local self-government, is often called the "keystone of American democracy." At the local level, citizens have the greatest opportunity to participate in and direct their city and county government decisions. As referred to in Lesson 1 of this unit, Home Rule, and the effort to attain it, has been one of the most important developments in the history of Florida's cities and counties. This ability to make decisions independently from state government has allowed local governments greater freedom in determining and meeting the needs of the residents of their respective communities. To understand local self-government and to better participate in local decisions, one needs to have a firm grasp of the meaning of the concept of Home Rule and to understand why Home Rule developed as it did in Florida.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: Home Rule, democratic decision making and sovereignty;

2. analyze information presented in cartoon form as it applies to the role of the state in relationship to the importance of Home Rule at the city and county government level; and

3. analyze significant events in the development of Home Rule in Florida and answer the following questions:

   What was the problem presented, prior to the 1968 Constitution, with the Legislature granting special acts to local governments as the need arose?

   Why did Florida's local governments need Home Rule?

   What was the concern over the state granting local governments total control over their own affairs?

   What was the key controlling factor placed on local governments in the Home Rule proposal to the 1968 Constitution?

   What was the "Dillon Rule"?

   What article of the Florida Constitution contains the Home Rule provisions?

What two chapters of Florida law contain the county and city Home Rule provisions?

MATERIALS AND RESOURCES:

1. Reading #1, "An Introduction to Home Rule"; Illustrations #1 and #2; and Reading #2, "Three Position Statements."

2. Reading #3, "Florida Historical Events That Led to Home Rule," and Questions for Consideration.

BACKGROUND INFORMATION:

(Sources: Arrington 1988; Marsicano 1984, 7; Morrison 1983, 46-49; Thomas 1982, 59, 85-87, 91-93; Whitman Center for State and Local Government, The University of West Florida, 1987, rev. 1989, I-B-3 - I-B-5; and Wolf and Morrison 1989. Portions reprinted with permission.)

Home Rule, or local self-government, is often called the "keystone to American democracy." To gain a clear understanding of Home Rule in Florida, it is necessary to take a look at the various developmental stages of the Florida Constitution, legislation and Florida case law as they related to the changing relationship between state government and its local governments.

Calls for local Home Rule in Florida date back to the mid-1800s. Then, as today, local governments sought more autonomy from the dominance of the state Legislature. Florida's first constitution, effective upon Florida's admission to the Union, was ratified by the people in the territory in May 1839. Under that constitution, one of the early acts of the Florida Legislature was to create an entity known as the Board of County Commissioners and to direct the election of a Board in each county of the state. When the constitution was revised in 1861, the Board of County Commissioners was given constitutional status.

The revised constitution in 1885 made sweeping revisions in those sections relating to local government. In particular, an entire new article, Article VIII, was created for local governments. Entitled "Counties and Cities," this article of the constitution included eight sections, seven of which pertained to counties. It directly addressed the issue of mandating the division of the state into political subdivisions to be called counties. The last section of Article VIII specifically granted to the Legislature the power to establish and abolish municipalities and to prescribe their jurisdiction and powers. Thus, for the first time, a Florida Constitution addressed itself directly to the question of the creation and existence of cities. The county unit, under the 1885 Constitution, existed primarily to serve as an agency of state government, the machinery through which many of the powers and functions of the state were exercised. As a political subdivision of the state, it was the representative of the state "**sovereignty**" and was merely an auxiliary to that sovereignty. In contrast, the "reason for being" of cities was not for the convenience of the state government in administering its functions. Cities owed their existence, instead, to the perceived needs of their inhabitants for special governmental opportunities not available through the state or county government units. In fact, the Florida Supreme Court, in speaking to that issue, came to the conclusion that the origin and history of the word "municipality" showed beyond a doubt that two elements are essential to its existence--a community of people and the territory it occupies. The Legislature can create neither.

Throughout Florida, local governments under the 1885 Constitution operated per the "Dillon Rule." Reflecting the philosophy of John Foster Dillon, Chief Justice of the Iowa Supreme Court, this rule established, in 1868, a legal status of municipal corporations. While Judge Dillon's ruling spoke only of municipalities, the rule applied to almost all local governments and certainly applied to counties. The rule, as described by John Dillon, stated that "municipal corporations owe their origins to and derive their powers and rights only from the Legislature. As it creates, so may it (the state Legislature) destroy. The municipal corporations are, so to phrase it, the mere tenants at will for the Legislature." The authority of all local governments in all matters, including those purely local, was limited to that expressly granted by the Legislature (the state) or that which could be necessarily implied by an express grant. As to municipalities, the Supreme Court had consistently held them as legal entities for local government purposes free to exercise only such authority as was conferred by express or implied provisions of law.

The first semblance of Home Rule actually came from the Florida Legislature when, in 1915, it passed Chapter 166, Florida Statutes, which permitted cities to voluntarily amend their charters by referendum (a vote of the people). However, that same Legislature very carefully stated in the act:

> . . . provided, however, that this article shall not be so construed so to authorize any city or town to enlarge its corporate powers beyond the limitations prescribed by law . . .

Later, the City of Fort Myers amended its charter under the 1915 act and, in so doing, adopted an amendment extending its powers so that it could issue bonds for a sewer and water project. In a court case decided in 1924, Pursely v. City of Ft. Myers, the Florida Supreme Court struck down the attempted bond issue as not being validly within the limitations fixed by the 1915 act and spoke for the first time on the direct question of Home Rule powers:

> . . . the attempted exercise of such power by the municipality is in contravention of [in conflict with] the spirit and letter of the constitution and the theory of our state and national organizations.

Florida courts at that time followed the traditional rule of law that "municipalities have no authority, except that which is expressly granted by the Legislature, or which may be reasonably implied from such express grant." Consequently, the Legislature was asked to pass and enact thousands of special acts responding to particular requests from various municipalities. These acts authorized the local governments to exercise particular powers and authority in dealing with purely local problems. As Florida continued to urbanize, the power and authority to respond to local governmental problems became of increasing concern to lawmakers at all levels of responsibility.

Possibly the occurrence that did more to bring to the attention of local officials and the people of the state the evils that could flow from the enactment of special acts for local governments, because they had such limited powers of self-government, arose in the case of State ex rel Gibbs, Attorney General v. Couch, et al, decided in 1939. In that case, a factional political dispute resulted with one faction obtaining the enactment of a special act abolishing the City of Daytona Beach and re-creating the City of Daytona Beach. The special act resulted in practically no change whatsoever to the charter of the city, except that a new set of City Commissioners was named in the act, with the incumbents elected by the people legislated out of office. The novelty of the situation prompted Florida Supreme Court Justice Brown to say in his dissent that:

> "This case involves an extremely important question . . . the right of cities and towns to local self-government."

The court ruled against the enactment of the special act.

It became evident that something would have to be done. One of the problems was determining how much authority could be extended to the cities and counties of Florida.

This background led up to a 1968 proposal to revise the constitution and grant Home Rule powers to the municipalities and counties of Florida. The voters of Florida supported the philosophy of local rule by a positive November 5, 1968 vote. A new Article VIII of the constitution, ratified in 1969, contained a very different philosophical approach to local government powers and to the relationship of local governments with their state government. The heart of the 1968 Home Rule amendment, contained in Article VIII of our present Florida Constitution, is found in Section 1(f) and (g), for counties, and in Section 2(b), for cities, as noted below.

Article VIII, Local Government

SECTION 1. Counties.--
(f) **NON-CHARTER GOVERNMENT**. Counties not operating under county charters shall have such power of self-government as is provided by general or special law. The board of county commissioners of a county not operating under a charter may enact, in a manner prescribed by general law, county ordinances not inconsistent with general or special law, but an ordinance in conflict with a municipal ordinance shall not be effective within the municipality to the extent of such conflict.

(g) **CHARTER GOVERNMENT**. Counties operating under county charters shall have all powers of local self-government not inconsistent with general law, or with special law approved by vote of the electors. The governing body of a county operating under a charter may enact county ordinances not inconsistent with general law. The charter shall provide which shall prevail in the event of conflict between county and municipal ordinances.

> **SECTION 2. Municipalities.--**
> (b) **POWERS.** Municipalities shall have governmental, corporate and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except as otherwise provided by law. Each municipal legislative body shall be elective.

This constitutional change was expanded upon by the Legislature in 1971 with passage of a broad county Home Rule bill, Chapter 125, Florida Statutes. The new law replaced the vague 1969 law with a code of county powers and the repeal of numerous, possibly limiting, provisos relating to narrow specific county powers. The intent was to clarify and expand the Home Rule powers of counties, especially non-charter, and to encourage counties to exercise such powers. Section 125.01(3)(b), Florida Statutes, summarizes the scope of the county Home Rule governing act: "The provisions of this act shall be liberally construed in order to effectively carry out the purpose of this act to secure for the counties the broad exercise of Home Rule powers authorized by the constitution." Many matters, which were formally included within the statutes because of the restrictive attitude toward local government powers but which became unnecessary under the Home Rule concept, were eliminated entirely with this 1971 act. Another significant point about the 1971 act was the fact that it drew a distinction between charter and non-charter counties. This was reported to be evidence of a legislative intent to provide to the fullest possible extent Home Rule powers for all counties.

With the passage of Article VIII, Section 2, of the Florida Constitution, Home Rule had come to Florida's municipalities. Or had it? Shortly after Article VIII's passage, the Florida Supreme Court, in City of Miami Beach v. Fleetwood Hotel, Inc. (1972), held that the City of Miami Beach could not adopt a rent control ordinance without specific legislative authorization. In doing so, the court generally concluded that the rules governing the exercise of municipal power that were in existence prior to the passage of the Home Rule Amendment had not changed. The court was of the opinion that municipalities did not derive their powers from Article VIII, Section 2(b) of the Florida Constitution. To the contrary, municipalities were still "creatures of the state" and, as such, had to look to the Legislature for the authority to exercise a specific power. Article VIII had not given local government omnipotence.

In 1973, the Legislature emphasized municipal autonomy and stated its intentions to move out of the business of municipal affairs by enacting the Municipal Home Rule Powers Act. This act re-emphasized that "municipalities shall have the governmental, corporate and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except when expressly prohibited by law." The act further stated that the provisions of Section 166.021, Florida Statutes, should be construed so as to secure for municipalities the broad exercise of Home Rule powers granted by the constitution.

Subsequently, in State v. City of Sunrise (1978), the Florida Supreme Court backed away from the earlier City of Miami Beach v. Fleetwood Hotel, Inc. decision. It held that the only constitutional limitation placed on municipalities' authority to conduct municipal government, perform municipal functions and render municipal services is that such power be exercised for a valid "municipal purpose" and that municipalities are not dependent upon further authorization; legislative statutes are relevant only to determine limitations of authority. Home Rule in Florida had arrived!

The courts have defined "municipal purpose" as all activities essential to the health, morals, protection and welfare of the municipality. They have established a two-prong test for such activities: 1) is the action undertaken for municipal purpose? and, if so, 2) is the action prohibited by the constitution, general or specific law, or county charter? In other words, municipal officers operating under Home Rule should first determine if an action will be exercised for a valid municipal purpose. Second, they should look to see if there is any constitutional or statutory scheme that would specifically prohibit the proposed exercise of that power. Clearly, the Home Rule provisions of the Florida Constitution cannot overrule the United States Constitution. The question of the validity of local government action in relationship to state law may be raised in two contexts: 1) whether the power to act in a particular area has been preempted, or 2) whether the action of the local government is in conflict with state law.

Home Rule has many advantages. It leaves each community free to exercise its powers in a manner best suited to the needs and conveniences of its residents. With full responsibility resting upon the citizens, they have an opportunity to become educated in the principles and methods of municipal and county government and to develop common interest in community affairs. Unhampered local control permits prompt action in dealing with fresh problems as they arise. It relieves the state Legislature of the details of local government so that it may concentrate on the pressing affairs of state.

VOCABULARY:

Home Rule - local self-government (self-rule) by the people with limited interference by another level of government, within the parameters of the law.

democratic decision making - government decisions made by the vote of the people; power is vested in the citizens and exercised by them or by their elected agents under a free electoral system.

sovereignty - supreme and independent power or authority.

Reading #1, "An Introduction to Home Rule"

How important is it for people to have a say about their lives and activities? The reader will probably agree that it is very important for people to have this opportunity. In relating this position to local government, who should decide how a respective city or county government operates? The people of the community through their locally elected city and county representatives, or the state government through the state Legislature (elected representatives from throughout the state). It is expected that most readers will agree with the notion that local control is best.

Look at Illustration #1. The illustration is a cartoon that supports the notion that local government can best tackle local problems without the interference of state government. This is because local government officials are more aware of the nature of local problems and are closer to the people's voice in the community than is state government.

Review the terms "Home Rule" and "democratic decision making" (see Vocabulary). Local governments have Home Rule authority in Florida, but this was not always the case. Illustration #1 represents this preference for Home Rule; that the elected officials at the local level are bound to have a closer working knowledge of the needs of their respective community and citizens than are the statewide elected legislators who govern from Tallahassee. This local self-government takes place "within the parameters of the law," not only state law (the constitution and statutes), but federal law, the local charter approved by the voters and any laws (ordinances) of another local government, where applicable.

Look at Illustration #2. This second illustration is a cartoon that depicts the old saying, "they can't see the forest for the trees." It suggests that local governments may be so immersed in local issues ("the trees") that they sometimes cannot see the bigger picture ("the forest"), involving regional, state or even national issues. This supports the idea that it is sometimes necessary for state government to oversee and direct broader issues that may have an impact at the local level. Review the term "sovereignty" (see Vocabulary). There are instances where it is necessary to have laws governing broad-based issues, such as environmental and health-care issues, that overlap local government boundaries. The state Legislature may see the "bigger" picture more clearly than the local government officials who are closest to their respective community's issues (for example, a particular water pollution problem or landfill). Thus, the check and balance to Home Rule takes place through the "sovereignty of the state."

Now, read the three position statements contained in Reading #2. Consider how these statements apply to Home Rule and the two illustrations previously viewed.

Illustration #1

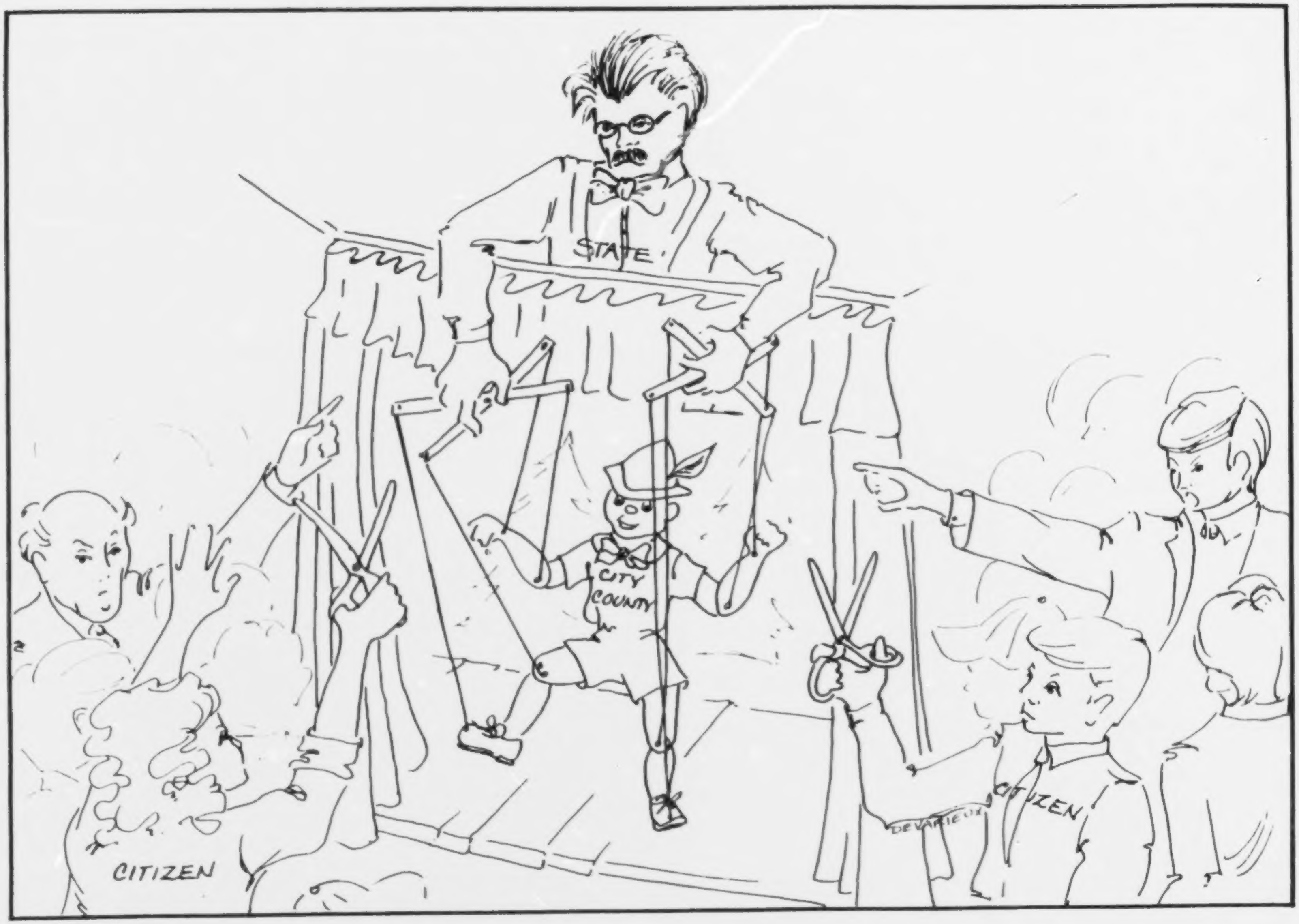
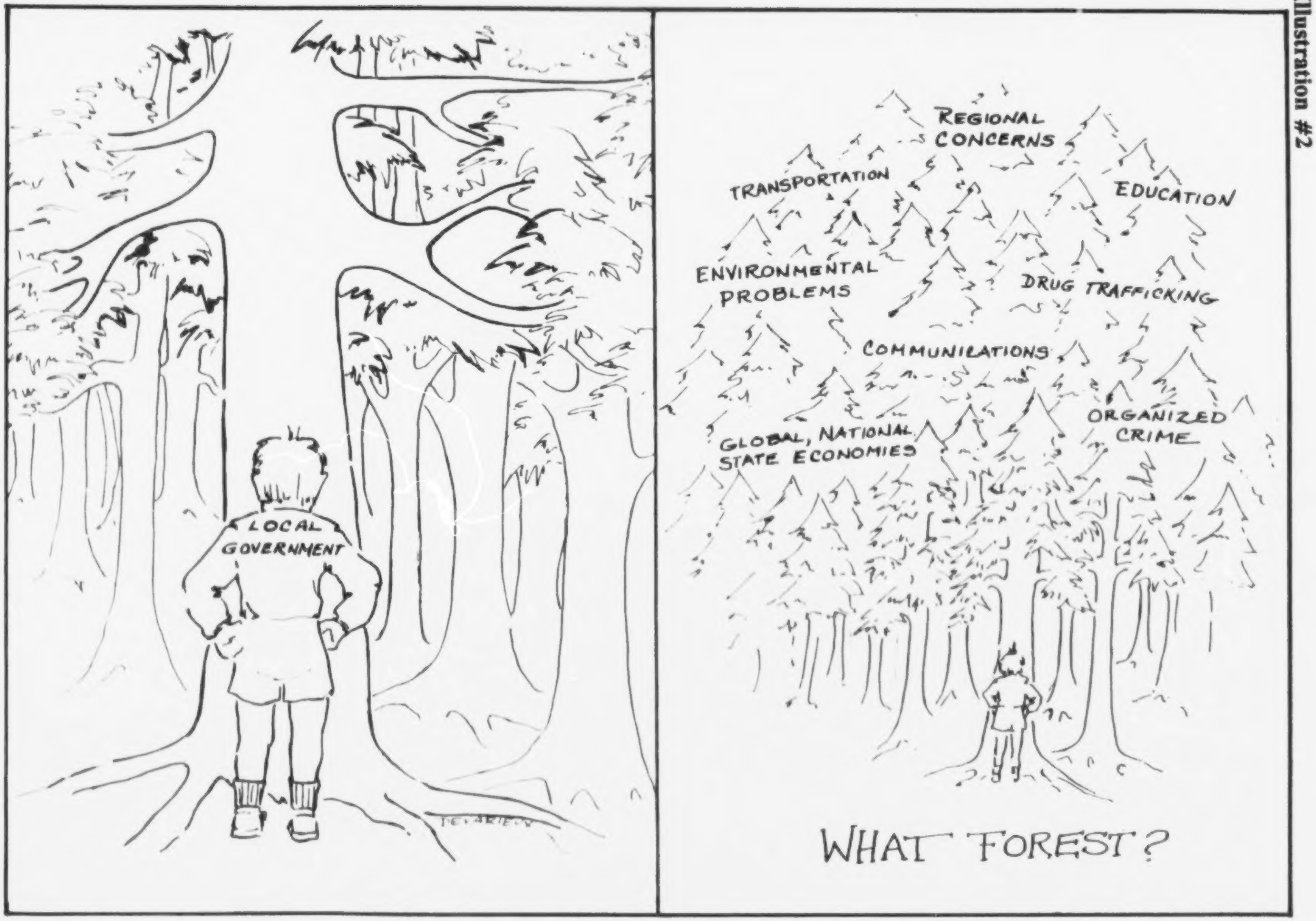

STATE
CITY
COUNTY
CITIZEN
CITIZEN
DEVARIEUX

Illustration #2


LOCAL GOVERNMENT
REGIONAL CONCERNS
TRANSPORTATION
EDUCATION
ENVIRONMENTAL PROBLEMS
DRUG TRAFFICKING
COMMUNICATIONS
ORGANIZED CRIME
GLOBAL, NATIONAL STATE ECONOMIES

WHAT FOREST?

Reading #2, "Three Position Statements"

POSITION STATEMENT ONE: Central to the idea of democracy is the idea of majority rule and minority rights. What does this idea mean? Simply stated it means that, before a group does anything, each member of the group can express his/her opinion about doing whatever is proposed and then vote on whether to do it or not. Whatever the majority wishes, that is what the group will do. The assumption at work is that the group is small enough to allow each individual a chance to have his/her opinion heard and considered. What happens when the group gets bigger and bigger? The assumption loses its validity. The individual loses his/her ability to be heard. Applying this simple concept to Home Rule, one can easily see that the more power local governments have, the more meaning the concept of majority rule has. How knowledgeable are people about the decisions made by the federal government? By the state government? How much voice can the average individual have in those arenas? At the local level, though, the individual has a fighting chance to take part and be heard. The expression, "local self-government--the keystone of American democracy" captures the sentiment and the opportunity for a true people's democracy.

POSITION STATEMENT TWO: Can a government, which has its mandate to rule, dissolve itself? Under our federal system of government, the people of each state gave each state government the power to govern the people of that state. The state government has been given the responsibility to maintain and promote the public health, the public safety, the public welfare and the public morals. It is not for those states to be giving away those responsibilities whenever it seems convenient to do so. When states proceed to do so, the process undermines the whole federal fabric that holds the nation together. The Florida Supreme Court rightly stated,

> "But this court has never held that the Legislature can delegate unlimited authority to a municipality to prescribe its own jurisdiction and powers to alter or amend the same at any time. It cannot surrender the sovereignty of the state to municipalities and counties to the extent of losing control over them. Such a doctrine . . . would be a recognition of a state's independent right of dissolution."

(Source: Statement of Florida Supreme Court Judge, Absell vs. Green, 32 So. 2d 593.)

POSITION STATEMENT THREE: To those municipalities [and counties] and their legal officers who not only covet, but treasure local independence, then, any proposed action, upon first determination that it is for a valid municipal purpose, should be measured against any ascertainable constitutional or statutory (or charter) inhibitions or restraints. If none be found, they should grasp their constitutionally endowed horn of independence and act or legislate on their constitutionally explicated powers of government, tailored to their respective peculiar customs and needs. Local government does no service to the cause of local autonomy by running to state government for authorization. To do so only aggravates their subordination to the state. If one goes to excessive limits, the judicial check should serve to protect its citizens and arrest any improper exercise of municipal power.

(Source: Deal, Louis C. "Post-Mortem--Home Rule." Paper presented at the Annual Convention of the Florida League of Cities, Bal Harbour, October 1980.)

Reading #3, "Florida Historical Events That Led to Home Rule"

Each of the 10 events listed below and on the next page has been deemed significant in the development of Home Rule in Florida. Use the Questions for Consideration to understand the growth and development of Home Rule in Florida. An Answer Key is provided.

Event: First Florida Constitution (1839) and revision (1861)
Acting Institution: Florida Legislature and the people (voters) of Florida
Description: Created entity known as the Board of County Commissioners.

Event: Revised Constitution (1885)
Acting Institution: Florida Legislature and the people (voters) of Florida
Description: Created Article VIII, "Counties and Cities." Mandated division of state into subdivisions called counties; counties served as auxiliary representatives of state sovereignty. Specifically granted to the Legislature the power to establish and abolish municipalities. Local governments under the 1885 constitution operated per the "Dillon Rule," i.e., "municipal corporations owe their origins to and derive their powers and rights only from the Legislature."

Event: Enactment of Chapter 166 of the Florida Statutes (1915)
Acting Institution: Florida Legislature
Description: A general state law that allowed cities to amend their own charters through a referendum (vote of the city voters). The law warned, though, ". . . provided, however, that this article shall not be so construed . . . to authorize any city or town to enlarge its corporate powers beyond the limitations prescribed by law . . ."

Event: Pursely v. City of Ft. Myers (1924)
Acting Institution: Florida Supreme Court
Description: The court struck down Fort Myers' bond issue for a sewer and water project under the authority of Chapter 166 of the Florida Statutes. The Court stated, "..the attempted exercise of such power by the municipality is in contravention of [in conflict with] the spirit and letter of the constitution and the theory of our state and national organizations." The city's action involved an extension of their corporate powers "beyond the limitations prescribed by law." Florida courts followed the traditional rule of law that "municipalities have no authority, except that which is expressly granted by the Legislature, or which may be reasonably implied from such express grant." Because local governments had such limited powers of self-government, the Legislature was asked to pass and enact thousands of special acts responding to particular requests from local governments.

Event: State ex rel Gibbs, Attorney General vs. Couch, et. al. (1939)
Acting Institution: Florida Supreme Court
Description: The court ruled against the enactment of a special act abolishing, then recreating, the City of Daytona Beach. The special act named a new set of City Commissioners, legislating the incumbents elected by the people out of office.

Event: Revised Florida Constitution (ratified 1969), Home Rule amendment
Acting Institutions: Florida Legislature and the people (voters) of Florida

Description: The constitutional granting of Home Rule to city and county governments through a new Article VIII. As contained in our present Florida Constitution, the article states: "Counties not operating under county charters shall have such power of self-government as is provided by general or special law; counties operating under county charters shall have all powers of local self-government not inconsistent with general law, or with special law approved by vote of the electors; and municipalities may exercise any power for municipal purposes except as otherwise provided by law."

Event: Enacted Chapter 125, Florida Statutes, County Home Rule Act (1971)
Acting Institution: Florida Legislature
Description: Replaced vague 1969 law with a code of county powers; the intent was to clarify and expand the Home Rule powers of counties, especially non-charter, and to encourage counties to exercise such powers.

Event: City of Miami Beach v. Fleetwood Hotel, Inc. (1972)
Acting Institution: Florida Supreme Court
Description: The court struck down a city rent control ordinance, holding that the City of Miami Beach could not adopt such an ordinance without specific legislative authorization. The court was of the opinion that municipalities did not derive their powers from Article VIII, Section 2(b), of the Florida Constitution. To the contrary, municipalities were still "creatures of the state" and, as such, had to look to the Legislature for the authority to exercise a specific power.

Event: Amended Chapter 166, Florida Statutes, Municipal Home Rule Powers Act (1973)
Acting Institution: The Florida Legislature
Description: A general state law re-emphasizing municipal autonomy and securing for municipalities the broad exercise of Home Rule powers granted by the constitution.

Event: State v. City of Sunrise (1978)
Acting Institution: Florida Supreme Court
Description: The court backed away from the earlier Miami Beach v. Fleetwood Hotel, Inc. decision. It held that the only constitutional limitation placed on municipalities' authority to conduct municipal government, perform municipal functions and render municipal services is that such power be exercised for a valid "municipal purpose" and that municipalities are not dependent upon further authorization; legislative statutes are relevant only to determine limitations of authority. Home Rule in Florida had arrived!

Questions for Consideration, Reading #3

1. What was the problem present, prior to the 1968 Constitution, with the Legislature granting special acts to local governments as the need arose?

2. Why did Florida's local governments need Home Rule?

3. What was the concern over the state granting local governments total control over their own affairs?

4. What was the key controlling factor placed on local governments in the Home Rule proposal to the 1968 Constitution?

5. What was the "Dillon Rule?"

6. What article of the Florida Constitution contains the Home Rule provisions?

7. What two chapters of Florida law contain the county and city Home Rule provisions?

8. Do you think that city and county governments experience any problems with Home Rule today? Why or why not?

Answer Key, Questions for Consideration, Reading #3

1. The Legislature had to pass and enact thousands of special acts in response to particular local government needs. Not only was this burdensome and time-consuming for lawmakers at all levels, but occasionally the special act was in direct conflict with the vote of the local citizens.

2. The local officials, elected by voters in their respective jurisdictions, were closest to the voiced needs of the citizens. Yet, decisions were being made in Tallahassee by the state Legislature as the "sovereign" government. Without powers of self-government, every action of local government had to be expressed in written law, thus leading to a burdensome process directed by those outside the community.

3. Historically, both national and state policy supported the sovereignty of state government over local governments. There was fear that the state government would actually be dissolving itself and losing control over cities and counties.

4. Home Rule or local self-government could take place "except as otherwise provided by law."

5. A philosophy under which local government operated prior to the revised 1969 Constitution: "municipal corporations owe their origins to and derive their powers and rights only from the Legislature."

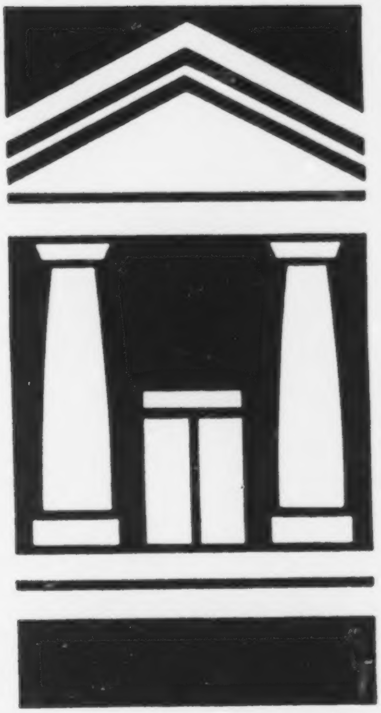
6. Article VIII.

7. Chapters 125 and 166, Florida Statutes, contain the county and city Home Rule provisions, respectively.

8. No right or wrong answer; open to debate.

Unit 1 - Lesson 4

"Basic Forms of City and County Government"



Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 1 - Lesson 4

"Basic Forms of City and County Government"

RATIONALE:

As readers become aware of the many issues and problems facing Florida communities, they should keep in mind that local citizens have different governmental structures from which to choose in order to allow local government officials to best address their unique set of circumstances and problems. This lesson takes a look at the structural alternatives available for Florida city and county governments. Each alternative is considered optimal if one makes certain assumptions about government and the nature of the problems involved. The lesson has the reader analyze these alternative structures and the assumptions one associates with such structures.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: city-county consolidation, council-weak mayor form of government, council-strong mayor form of government, city commission form of government, council-manager form of government, county commission form of government, county administrator form of government, commission-elected chairman (executive) form of government and metropolitan form of government; and
2. apply to the various forms of local government the constitutional ideas of the philosopher Aristotle, relating to the positive and negative assumptions associated with either the concentration or decentralization of decision-making power.

MATERIALS AND RESOURCES:

1. Reading #1, "Forms of City and County Government," and Questions for Consideration; Diagrams #1 - 7; and "Getting to Know Your City and County Governments," form of government sections, Appendix D of this handbook.
2. Activity #1, "How Many Decision Makers?"
3. Optional Activity: Florida League of Cities' videotape, "How Your City Government Works," (second portion of tape contains information on forms of government in Florida) available from the Florida League of Cities (see Appendix B) and available, on loan, from the various local and regional municipal leagues.

BACKGROUND INFORMATION:

(Sources: Lotz 1984, 52-54; Marando and Thomas 1977, 17, 30-39; and Whitman Center for State and Local Government, University of West Florida, 1987, rev. 1989, II-A-1 - II-A-4. Portions reprinted with permission.)

A. City government forms. There are four basic forms of city government: council-weak mayor, council-strong mayor, city commission and council-manager.

Council-weak mayor form. The original form of city government in America was the council-weak mayor form, which was near universal in the nineteenth century. It is still widely used, particularly in small towns. In general, with this form the Mayor has little personal control over appointment and dismissal of city employees or over appointments to boards and commissions. Control of some functional areas (such as parks and the library) may be delegated by charter or ordinance to semi-independent boards and commissions. The position of Mayor may be appointed by the City Council (generally rotates among the Councilmembers) and the Mayor's authority is little or no greater than that of the other Councilmembers. Or, the position of Mayor may be strictly ceremonial, with no voting power, except in the case of a tie vote. The Mayor may also be elected separately by the voters. Department heads, such as the City Clerk, Police Chief and the Public Works Director, report to the Council or to the Mayor. Many times with this form of government, the City Clerk functions as a "de facto" chief administrator. (See Diagram 1.)

Council-strong mayor form. The council-strong mayor plan, which gradually evolved from the council-weak mayor form, resembles national and state prototypes. It provides for a distinct division of powers between the City Council and the Mayor. The Mayor actually is the chief executive and functions much like an elected City Manager (See council-manager form). That is, the office of Mayor is endowed with substantial influence in the policy-making process and with substantial control over the city's administrative machinery. Important budgetary and appointment powers are centralized in the position, along with the right to veto legislative actions of the Council. Unlike the council-weak mayor form, administrative authority is not shared with a bevy of other elected officials and independent boards and commissions. Some of the larger cities in Florida with the council-strong mayor form of government have established the position of Chief Administrative Officer, appointed by the Mayor, to handle the day-to-day operations of the government. This leaves the Mayor free to concentrate on policy formulation and ceremonial tasks. In this way, professional management is combined with political leadership. (See Diagram 2.)

City commission form. The city commission form combines both executive and legislative powers in a small (three- to seven-member) governing board, elected at-large. Normally, there is no single chief executive. Rather, the City Commission members, who serve collectively as the policy-making body, also serve individually as heads of the principal departments. Early advocates of the city commission form hoped that the concentration of power in the hands of a few elected officials would make administration more effective and would enhance accountability to the public. The city commission plan, which was first used in Galveston, Texas, after a disastrous hurricane almost destroyed the city in 1900, enjoyed widespread popularity for about two decades. Since 1920, however, its use has declined greatly. Only about 75 cities of over 10,000 population now use it nationwide. (Portland, Maine, and Tulsa, Oklahoma are the largest cities using the commission form.) (See Diagram 3.)

Council-manager form. One of the key elements in twentieth-century municipal reform has been the proposition that a strong and non-political executive office should be the administrative centerpiece of city government. This form parallels the organization of the business corporation: voters (stockholders) elect the City Council (board of directors), including the Mayor (chairman of the board) who, in turn, appoints the City Manager (chief administrative officer). Unlike the council-mayor forms, where the emphasis is on political leadership, the emphasis in the council-manager form is administrative efficiency.

The council-manager plan, first used in 1908 in Staunton, Virginia, received nationwide attention six years later when Dayton, Ohio, became the first sizable city to adopt it. Thereafter, the plan's popularity enjoyed steady, but not spectacular, growth until after World War II. At that time, many cities were confronted with a lengthy list of deferred services and improvements that had backlogged since the depression years of the 1930s. Faced with such challenges, many cities adopted the council-manager form. The plan has been especially attractive to small- and medium-sized localities and is used in a majority of Florida cities with populations of 5,000 to 100,000. The council-manager form of government is strongly promoted by the Florida City and County Management Association, a statewide association representing City Managers and County Administrators, and its national counterpart, the International City-County Management Association.

Under the council-manager form of government, the City Manager, as the chief administrative officer of the city, supervises and coordinates the departments, appoints and removes the departments' directors, prepares the operating and capital budgets for the Council's consideration, and makes reports and recommendations to the City Council. All or most department heads report to the City Manager. The City Manager is fully responsible for city administration.

The Mayor, in a council-manager form of government, is the ceremonial head of the city, presides over Council meetings and makes appointments to boards. The Mayor may be an important political figure, but he/she has little, if any, role in day-to-day city administration. In some council-manager cities, the office of Mayor is filled by popular election; in others, by Council appointment of a Councilmember. Of interest to the reader, the charter of the City of Pensacola (which has a council-manager form of government) uniquely allows the Council to appoint any citizen, except the City Manager, as Mayor. Historically, a prominent citizen has been appointed to serve in this capacity.

The council-manager form is widely viewed as a way to take politics out of city administration. The City Manager is expected to abstain from any and all political involvement, being solely and strictly a non-partisan, non-political administrator. At the same time, the Councilmembers and other "political" leaders are expected to refrain from intruding on the City Manager's role as chief executive. Of course, the City Manager, who is hired and fired by the Council, is subject to the authority of the Council, but Councilmembers are expected to abstain from seeking to individually interfere in administrative matters, including the City Manager's actions in personnel matters. (See Diagram 4.)

City government forms in Florida. Under Florida's constitution and laws, a community is free to adopt any of the basic city government forms identified above and/or any combination or variation thereof. State law does not prescribe one or more permissible forms, nor does it prohibit any. The Florida Constitution requires only that "each municipal legislative body shall be elective," Florida Constitution, Article 6, Section 2(b), and state statutes require only that an acceptable proposed municipal charter be one which "prescribes the form of government and clearly defines the responsibility for legislative and executive functions," Section 165.061 (e) 1, Florida Statutes. Perhaps the most common form of city government in Florida today is the council-manager form. In recent years, most changes of city government form have been affected from some other form to the council-manager form. Approximately 200 Florida cities (out of over 391 cities, towns and villages) have a position of City Manager.

Note: In Florida, some cities may refer to their City Manager as "City Administrator." Also, cities use the terms "Council" and "Commission" today without reference to a distinction between the city commission form and other forms of city government. Many Florida cities designate their legislative bodies as the "Commission," but do not employ the city commission form of government. One should not presume that a Florida city employs the city commission form merely because its policy-making body is labelled "Commission." City Councilmembers may be referred to as City Commissioners or, on rare occasions (usually in very small cities), Aldermen. In Florida's newest city, the Village of Key Biscayne, the elected officials are called Trustees.

B. County government forms. There are three basic forms of county government: the county commission, the county-administrator and the commission-elected chairman (executive). A principal organizational characteristic of counties is that County Commissioners and independent administrative officials (constitutional officers) are separately elected and have authority to operate in a semi-autonomous fashion. These five constitutional officers are the Sheriff, Tax Collector, Property Appraiser, Supervisor of Elections and Clerk of the Circuit Court. Broadly speaking, county organizational structures range from the merging of legislative and administrative authority in a single body, to the distribution of these governmental functions to separate branches of county government. Each County Commission can enact ordinances (i.e. legislate), as well as supervise administrators. The distinction made here between legislative and administrative functions is that in some counties, particularly rural counties, Commissioners not only legislate, but actually administer county activities.

County commission form. Historically, the commission form of county government has been the most widely used form of government in the United States and in Florida. In this governmental structure, County Commissioners perform both legislative and administrative activities. There is no separation of powers between the legislative and executive branches, as the County Commission has the authority to adopt local ordinances (a legislative function) and to administer services (an administrative function), but there is no single recognized administrator.

In Florida, "except when otherwise provided by county charter" (charter counties only), "the governing body of each county shall be a Board of County Commissioners composed of five or seven members serving staggered terms of four years" (Article VIII, Section 1. (e), Florida Constitution). Five-member Commissions are the most common in Florida counties. Governance by committee is the basic style associated with the commission form of government. The Commissioners may form committees to oversee the administration of functions in service areas (such as a road committee or a welfare committee). The Commission members usually have powers to define what problems the county will confront, adopt a county budget, pass ordinances and administer county functions. Either the Commission may carry out all these activities as a committee of the whole, or the separate members may be responsible for administrative supervision of a particular county function. The variation in Commission size affects how a Commission functions. The larger the Commission, the more the functions of government can be subdivided among its members. A degree of specialization can thus occur among the Commissioners in the overseeing of administrative tasks.

Diagram 5 depicts the typical commission structure of Florida counties, illustrating the existence of a plural executive arrangement. This figure shows, along with the Commission, the independently elected county officials. These independent officials share policy and administrative responsibility with the Commissioners. With the Commission formulating policy and administering county government as a whole, the independently elected officials carry out the policies in their functional areas. Since these officials are independently elected, it is not uncommon for policy differences to exist between them and the Commissioners.

The County Commission does have a measure of budgetary influence over the independently elected officials as it establishes and adopts the county budget. For example, although the Sheriff is the top policy member and administrator of county law enforcement, the Commission has the authority to accept or reject the Sheriff's budget requests. The Sheriff must justify his/her budgetary requests to the Commission. This budgetary linkage between the Commission and all independently elected officials provides an integrating and unifying mechanism for county policy. However, this budgetary control is not an all-inclusive policy mechanism insuring an integrated county policy, since the officials have the authority to make all budgetary decisions in their respective functional areas. They determine personnel matters and organizational procedures and objectives. "Politics" is often commonplace, as evidenced by bargaining and conflict between the Commission and independently elected officials with regard to the policy directions pursued. If not adequately funded by the Commission, an independently elected county official may appeal the Commission's appropriation decisions to the Governor and Cabinet sitting as the appeals board. (See Diagram 5.)

County administrator form. The fastest growing form of county government is that of county administrator. Of Florida's 67 counties, approximately 48 have Commission-appointed

County Administrators. Florida's "County Administration Law of 1974" (Chapter 125, Part III, Florida Statutes) speaks to this form of government. This organizational form with an appointed Administrator is designed to achieve three basic objectives: (1) to separate policy making from administration, (2) to increase professionalism, and (3) to achieve greater policy and administrative coordination. Perhaps the most important impact of the county administrator form is greater coordination in the implementation of policy. The Administrator recommends legislation to the Commission and prepares the annual operating and capital budgets for Commission approval. Through these various responsibilities, the official coordinates the county's separate functions, some of which are under the authority of separately elected officials, into a comprehensive county policy. The county administrator form, in many ways, is similar to the council-manager form within cities.

The County Administrator (or County Manager, as the individual is sometimes called) performs a particularly important coordinating role in counties compared to the role played in cities. The county commission organizational form makes no distinction between legislative and administrative functions, but the basic organization of cities does make the distinction through the organizationally defined role of Mayor. Thus, the County Administrator brings to the commission form the functional separation between legislative and administrative tasks. The County Administrator's task is further complicated by the existence of various independently elected officials, whose offices have to be coordinated. (See Diagram 6.)

Commission-elected chairman (executive) form. In Florida, the commission-elected chairman (executive) form is found only in Orange County. This form of county government features executive and legislative branches, established as two separate, counterbalancing, and identifiable parts of the government. The executive is elected at-large within the county, making the entire county population the constituency of the Chairman. Therefore, unlike the County Manager, the elected Chairman is not dependent upon the Commission for authority. The Chairman's authority and responsibilities are specified by the county charter and based upon popular election. The typical responsibilities of an elected executive include preparation of programs for approval by the Commission, implementation of the policies approved, responsibility for day-to-day county administration (including budget and personnel control), and submission of the county's operating and capital budgets.

The Commission-elected Chairman is more than an administrator. As the chief executive, the Chairman is also the top political leader of the county. Proponents for this form of county government state that the elected chairman form combines several advantages. These arguments include: (1) electing a chief executive ties political leadership to the complex problems of urban counties; (2) an elected Chairman is likely to be more responsive to the public than an appointed administrator; and (3) vesting the leadership and administration of counties in an elected Chairman permits the pinpointing of responsibility. The elected county Chairman's authority and power would approximate those of the separately elected city Mayor under the council-strong mayor form of government. (See Diagram 7.)

This county form of government requires adoption of a charter by the voters. The role of

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the five constitutional officers would be defined by the charter and may be changed substantially (including elimination of their independent constitutional status). Per the charter, the constitutional officers could all be elected or could be partially or all appointed by the County Commission.

C. Metropolitan form of government. This discussion on forms of local government in Florida would not be complete without mention of Metropolitan Dade County. The name implies the metropolitan nature of the government--that is, it serves a metropolitan area. In this case, we are referring to the metropolitan area of Miami (the central city and its surrounding area). Dade County is unique in that it is the only local government in Florida whose charter is contained in the state constitution (Article VIII, Section 6). Unlike the other city and charter county governments, Dade County's charter was approved by a vote of citizens throughout the state, rather than just the local voters.

In Dade, "metro," applied to a service, simply means that it is a service provided by the Dade County government to the large metropolitan area. The wording of the Dade County Home Rule Constitutional Amendment and the county's 1957 charter gives the word "metropolitan" another meaning. Referring to the relationship between Dade County and its cities, it means a "two-tier," federal relationship. Uniquely suited to dealing with metropolitan problems, Dade County is the only true two-tiered local government system in America. Essentially, as a result of the constitutional amendment, Dade County government was transformed from a limited purpose county government into one capable of performing most municipal-type services and of enacting regulations on a countywide basis, regardless of city boundary lines. Dade County serves as the upper-tier (or level) of government for that county area and cities in Dade County serve as the lower-tier of government, retaining power over their own internal affairs in cases where an areawide approach is not necessary. The charter allows the county, within its legal boundaries: to create cities (although only city voters can abolish them); to establish both uniform and minimum standards (but cities can provide higher standards of zoning, service and regulation); and to alter the boundaries of cities, following certain procedures.

In addition to the metropolitan form of government, the Dade County charter identifies the manager form of government. In this special case, the council-manager form (a city form of government) was adapted to a county government. Also unique, Dade County has a nine-member "Commission," with one Commission member having the title "Mayor." The Mayor presides at Dade County Commission meetings and often presides at ceremonial events. The Mayor has no exceptional powers or duties not possessed by other Commissioners, other than to provide an annual "state of the county" report to the citizenry. The Board of County Commissioners serves as the legislative and the governing body of the county, carrying out the powers established by charter. It establishes the policy by which the county is governed. Appointed by the Commission, the County Manager is the "chief executive" of the county government.

D. City-county consolidation. The organizational forms discussed relate to structures within cities and counties. Counties have also been reorganized territorially through city-county consolidation, which has affected the structural arrangements of cities, as well as counties.

Urbanization is one of the main stimuli of city-county consolidation. Demands for services in urban areas often cannot be handled within existing municipal boundaries. Portions of urban populations live in both cities and counties, yet the problems and service requests do not neatly cease at jurisdictional boundaries. Thus, city-county consolidation has been the organizational response to attain a better fit between local governments and service needs. A city-county consolidation involves the unification of the governments of one or more cities with the government of the surrounding county. The Consolidated City of Jacksonville/Duval County is the only example of a city-county consolidation in Florida, and it operates under a council-strong mayor form of government.

City-county consolidation is the combining of a corporate entity (city) with a territorial entity (county) for the purpose of local service delivery and problem resolution. City-county consolidation is also assumed to achieve the following governmental organization objectives: to promote greater efficiency in the provision of services; to reduce the amount of governmental fragmentation, permitting an area to bring together the resources of the central city and surrounding unincorporated county area; and to reduce the need for the creation of special taxing districts or authorities. Although the consolidation efforts in some other Florida counties were not successful, attempts at city-county consolidation will probably continue in Florida.

VOCABULARY:

city-county consolidation - the combining of a corporate entity (city) with a territorial entity (county) for the purpose of local service delivery and problem resolution; the Consolidated City of Jacksonville/Duval County is the only such example in Florida.

forms of government - in Florida, there are four basic forms of government available for city government: council-weak mayor, council-strong mayor, city commission and council manager; and there are three basic forms of government available for county government: county commission, county-administrator and commission-elected chairman (executive).

metropolitan form of government - a two-tiered local government system, whereby the county serves as the upper-tier (or level) of government for that county area and the cities within that county serve as the lower-tier of government, retaining power over their own internal affairs in cases where an areawide approach is not necessary; Metropolitan Dade County is the only true metropolitan government system in America.

Reading #1, "Forms of City and County Government"

This reading offers a summarized description of the seven different forms of government that exist for city and county governments in Florida. For cities: council-weak mayor, council-strong mayor, city commission and council-manager; and for counties: county commission, county administrator and commission-elected chairman (executive). A diagram of each of the seven forms of government follows the reading. It should be noted that these are ideal forms and that few cities or counties would be structured exactly as the descriptions. Use the Questions for Consideration to compare and contrast the form of government that exists for your city or county. (The form of government for your county area's city and county governments is provided in the surveys, "Getting to Know Your City and County Governments," found in Appendix D.)

City forms of government:

COUNCIL-WEAK MAYOR

1. Has a City Council whose members are elected by the registered voters of the city.
2. The position of Mayor may be appointed by the City Council or may be elected separately by the registered voters of the city.
3. The City Council is responsible for determining city government policies (legislative function).
4. The City Council is responsible for carrying out the policy and hires a city bureaucracy to do so (executive function).
5. The budget is developed and approved by the Council.
6. Many times the City Clerk functions as a "de facto" chief administrator.
7. The position of Mayor may be strictly ceremonial, with no voting power, except in the case of a tie vote.

COUNCIL-STRONG MAYOR

1. Has a City Council whose members are elected by the registered voters of the city.
2. The Mayor is generally elected by the registered voters of the city.
3. The City Council is responsible for determining city government policies (legislative function).
4. The Mayor is responsible for carrying out city policy and hires a city bureaucracy to do so (executive function).

5. The Mayor has central administrative, budgetary and appointment authority, along with the right to veto legislative actions of the City Council.

CITY COMMISSION

1. Has a City Commission whose members are elected by the registered voters of the city.

2. The position of Mayor may be appointed by the City Commission or may be elected separately by the registered voters of the city.

3. The Commission is responsible for determining city policies (legislative function).

4. The Commissioners serve individually as heads of different city bureaucratic departments and carry out city policy within their respective department(s) (executive functions).

COUNCIL-MANAGER

1. Has a City Council whose members are elected by the registered voters of the city.

2. The position of Mayor may be appointed by the City Council or may be elected separately by the registered voters of the city.

3. City Council hires (appoints) a City Manager, a professional, to administer the day-to-day operations of the city (executive function).

4. The City Council is responsible for determining city government policies (legislative function).

5. The City Manager is responsible for carrying out city policy, supervising and coordinating the various city departments, appointing and removing department directors, preparing the operating and capital budgets for City Council consideration, and making reports and recommendations to the City Council.

County forms of government:

COUNTY COMMISSION

1. Has a County Commission whose members are elected by the registered voters of the county.

2. The County Commission appoints one of their members to serve as Chairman and to act as Commission spokesperson.

3. The County Commission formulates policy and administers county government as a whole (legislative and executive functions), while the independently elected county officials (the constitutional officers) carry out the policies in their functional areas (executive function).

4. The County Commissioners may form committees to oversee the administration of functions in service areas, with supervision provided as a whole or by separate members for particular county functions.

5. The County Commissioners have budgetary power to coordinate and set fiscal priorities on all county programs, balanced by the budget requests of the independently elected officials (the constitutional officers).

COUNTY ADMINISTRATOR

1. Has a County Commission whose members are elected by the registered voters of the county.

2. The County Commission appoints one of their members to serve as Chairman and to act as Commission spokesperson.

3. The County Commission hires (appoints) a professional County Administrator to coordinate implementation of county policy (executive function).

4. The County Commission is responsible for determining county government policies (legislative function).

5. The County Administrator recommends legislation to the County Commission and prepares the annual operating and capital budgets for County Commission approval.

COMMISSION-ELECTED CHAIRMAN (EXECUTIVE)

1. Has a County Commission elected by the registered voters of the county.

2. Has a Chairman (the executive) elected at-large by the voters within the county.

3. The County Commission is responsible for determining county government policies (legislative function).

4. The County Commission Chairman, whose authority and responsibilities are specified by the county charter (charter counties only), typically is responsible for preparing programs for approval by the County Commission, submitting the budgets to the County Commission for approval, implementing approved policies and providing day-to-day county government administration (executive function).

5. The elected Chairman is not dependent upon the County Commission for his/her authority (similar to council-strong mayor form of government in cities).

Questions for Consideration, Reading #1

1. Which form of government does your city and/or county have? How well does it seem to operate?

2. Which form of city government most encourages people to participate in local affairs?

3. Which form of county government most encourages people to participate in local affairs?

4. Which form of city government do you think is best? Why?

5. Which form of county government do you think is best? Why?

DIAGRAM 1

COUNCIL-WEAK MAYOR

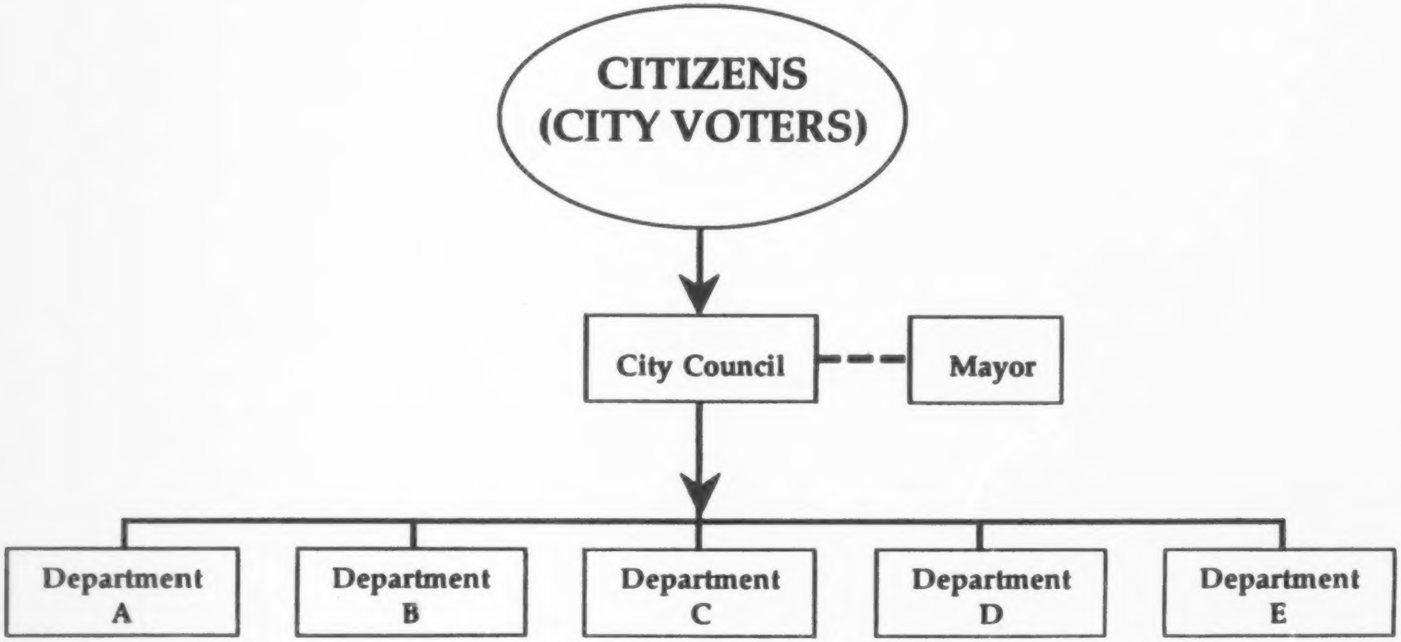

CITIZENS
(CITY VOTERS)
City Council
Mayor
Department A
Department B
Department C
Department D
Department E

DIAGRAM 2

COUNCIL-STRONG MAYOR

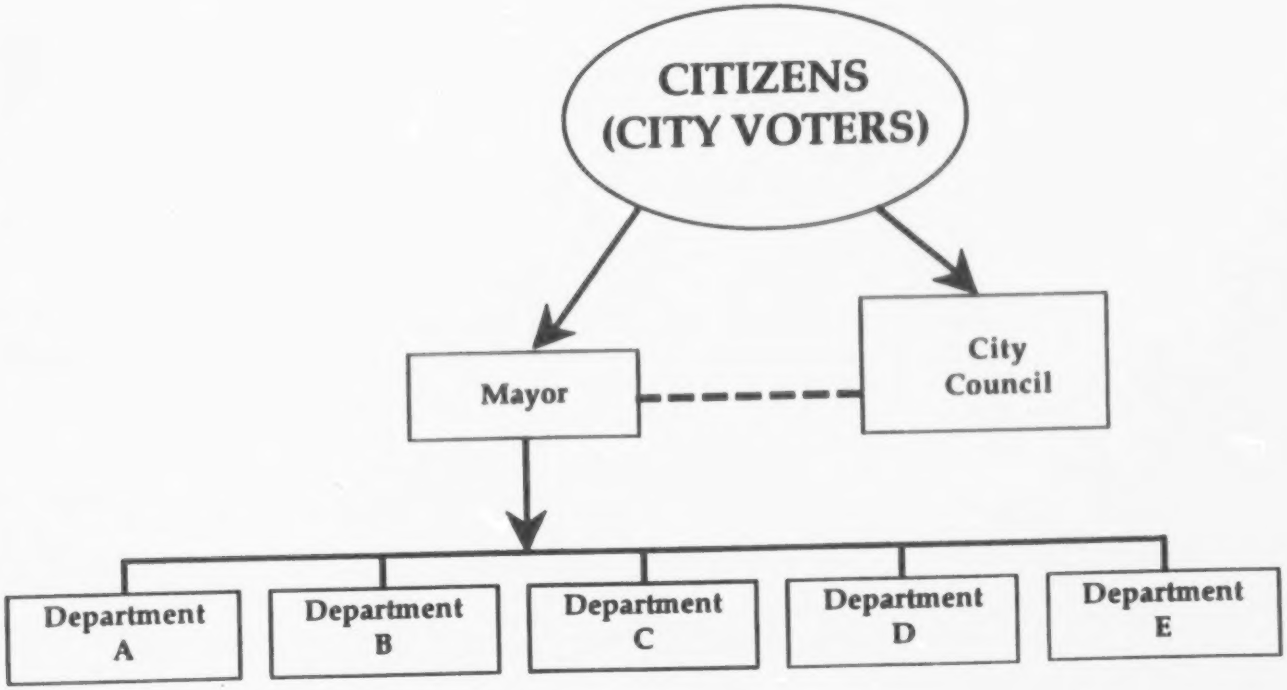

CITIZENS
(CITY VOTERS)
Mayor
City Council
Department A
Department B
Department C
Department D
Department E

DIAGRAM 3

CITY COMMISSION

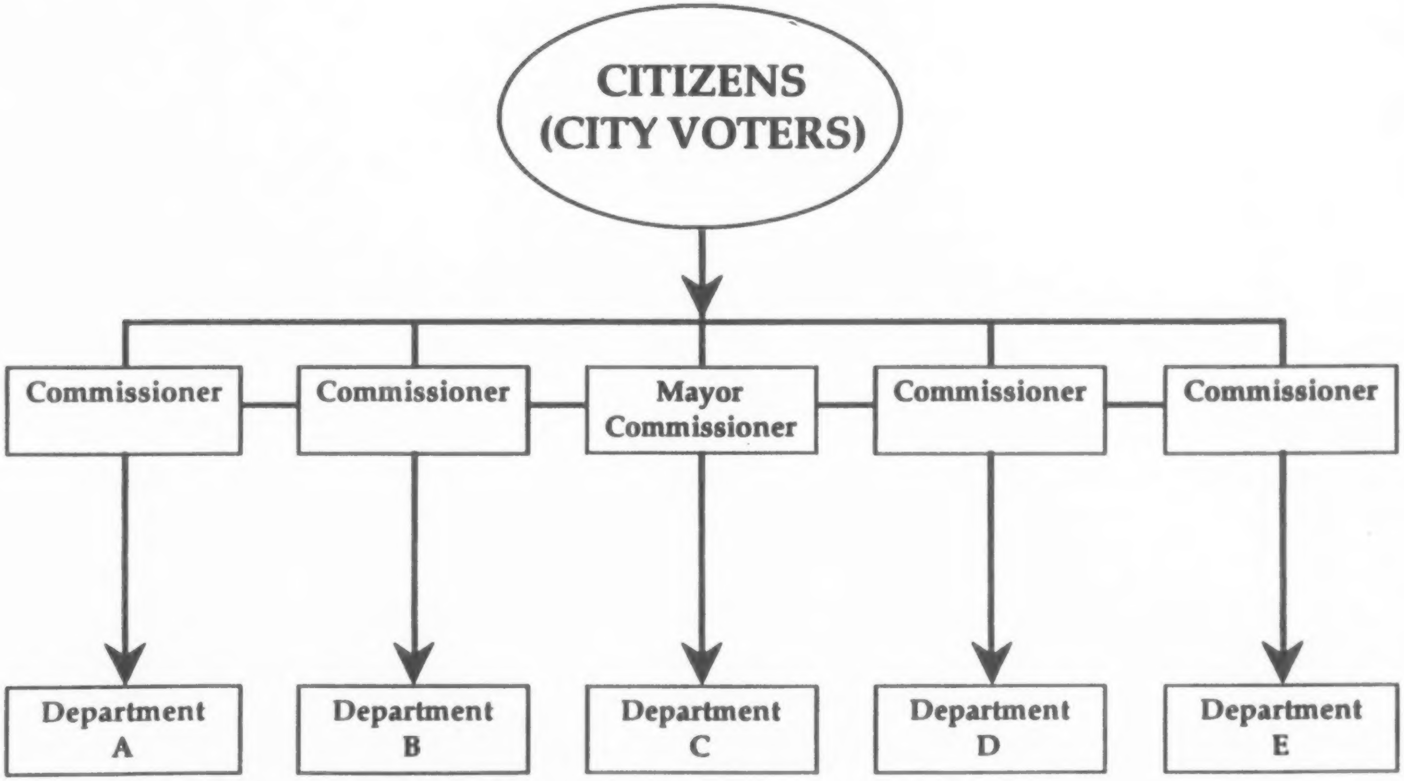

CITIZENS
(CITY VOTERS)
Commissioner
Commissioner
Mayor Commissioner
Commissioner
Commissioner
Department A
Department B
Department C
Department D
Department E

DIAGRAM 4

COUNCIL-MANAGER

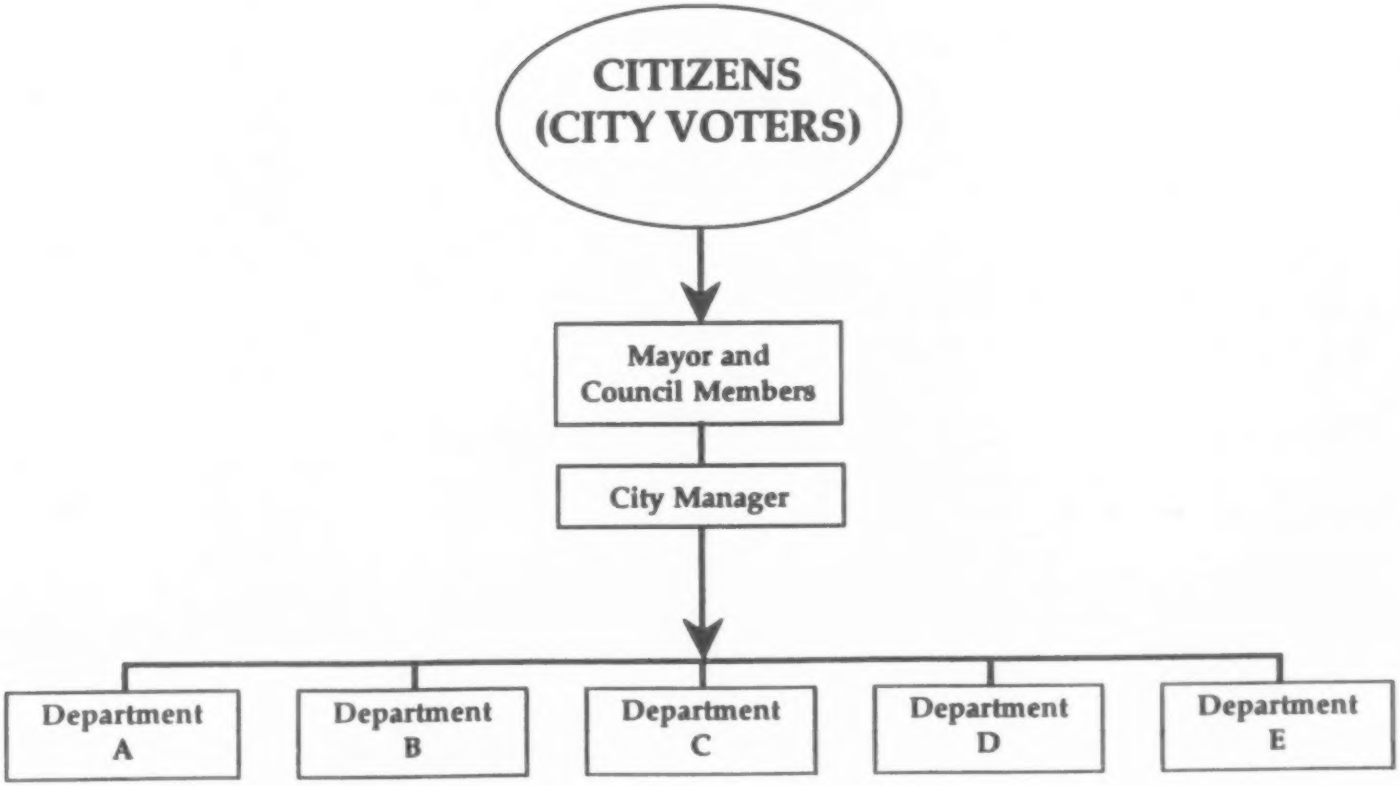
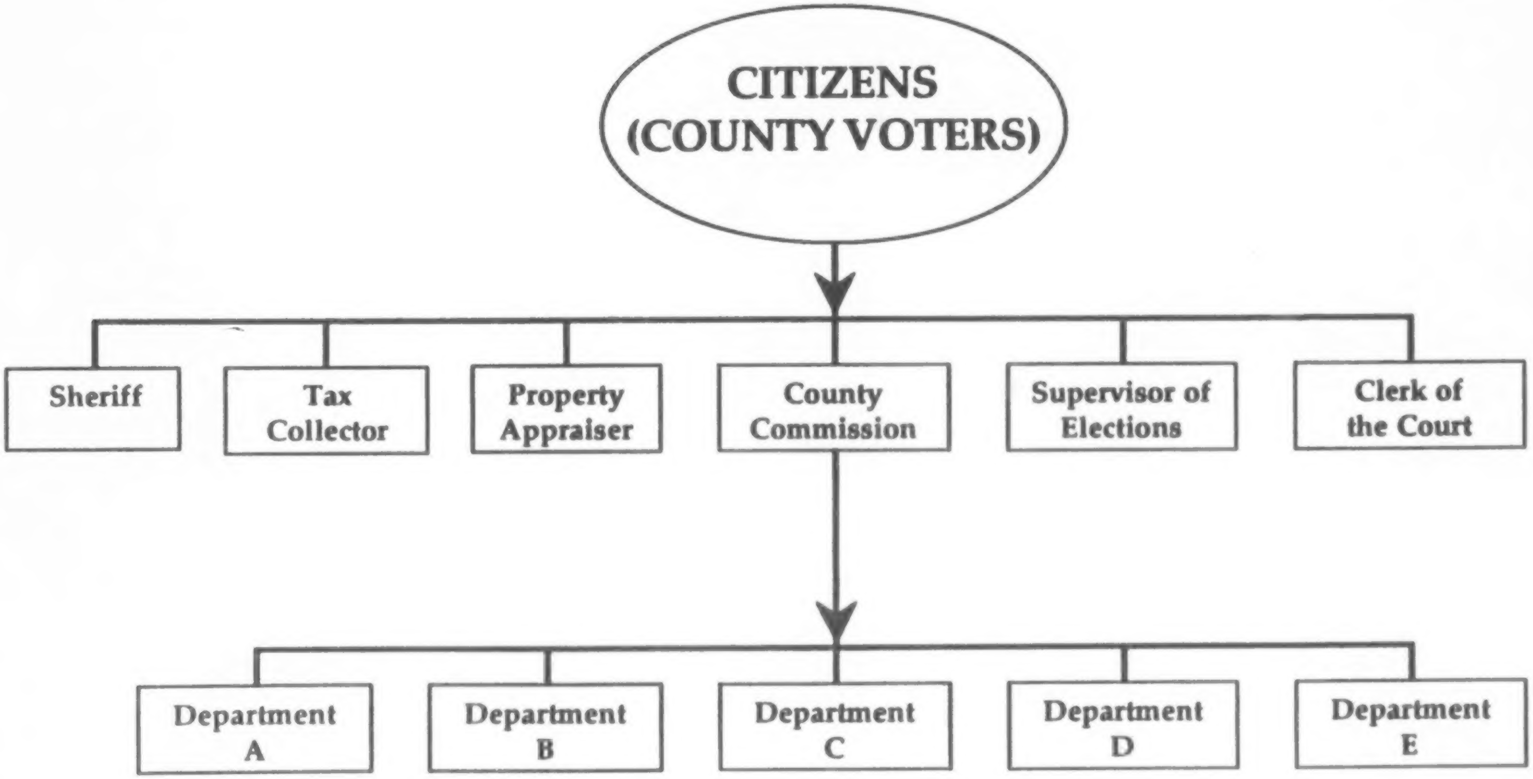
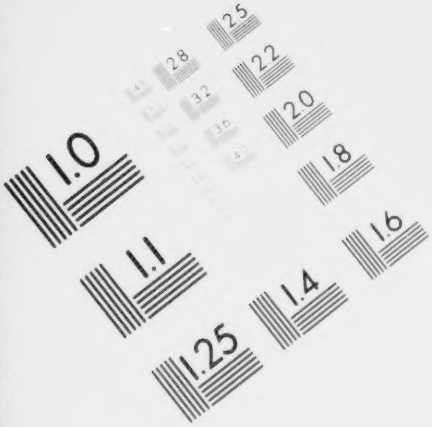

CITIZENS
(CITY VOTERS)
Mayor and
Council Members
City Manager
Department A
Department B
Department C
Department D
Department E

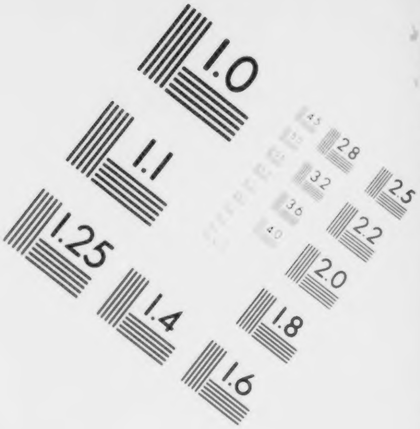
DIAGRAM 5

COUNTY COMMISSION


CITIZENS
(COUNTY VOTERS)
Sheriff
Tax Collector
Property Appraiser
County Commission
Supervisor of Elections
Clerk of the Court
Department A
Department B
Department C
Department D
Department E

**Five elected constitutional officers:
Sheriff, Tax Collector, Property Appraiser, Supervisor of Elections and Clerk of the Court.**





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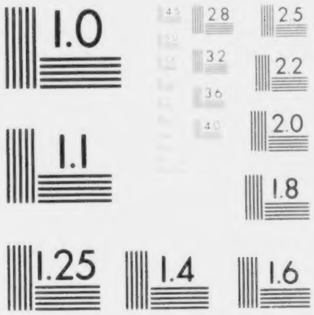
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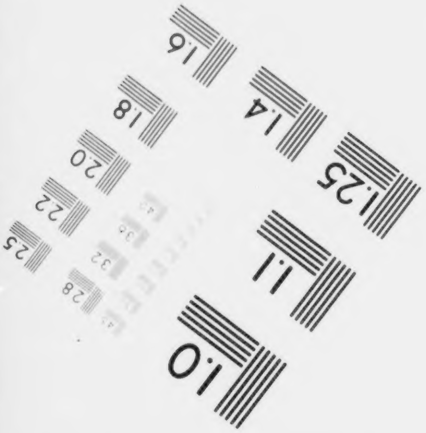

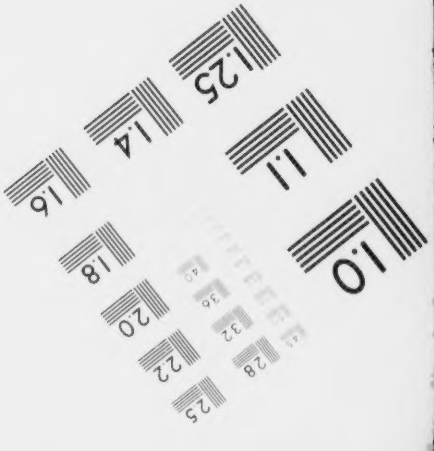

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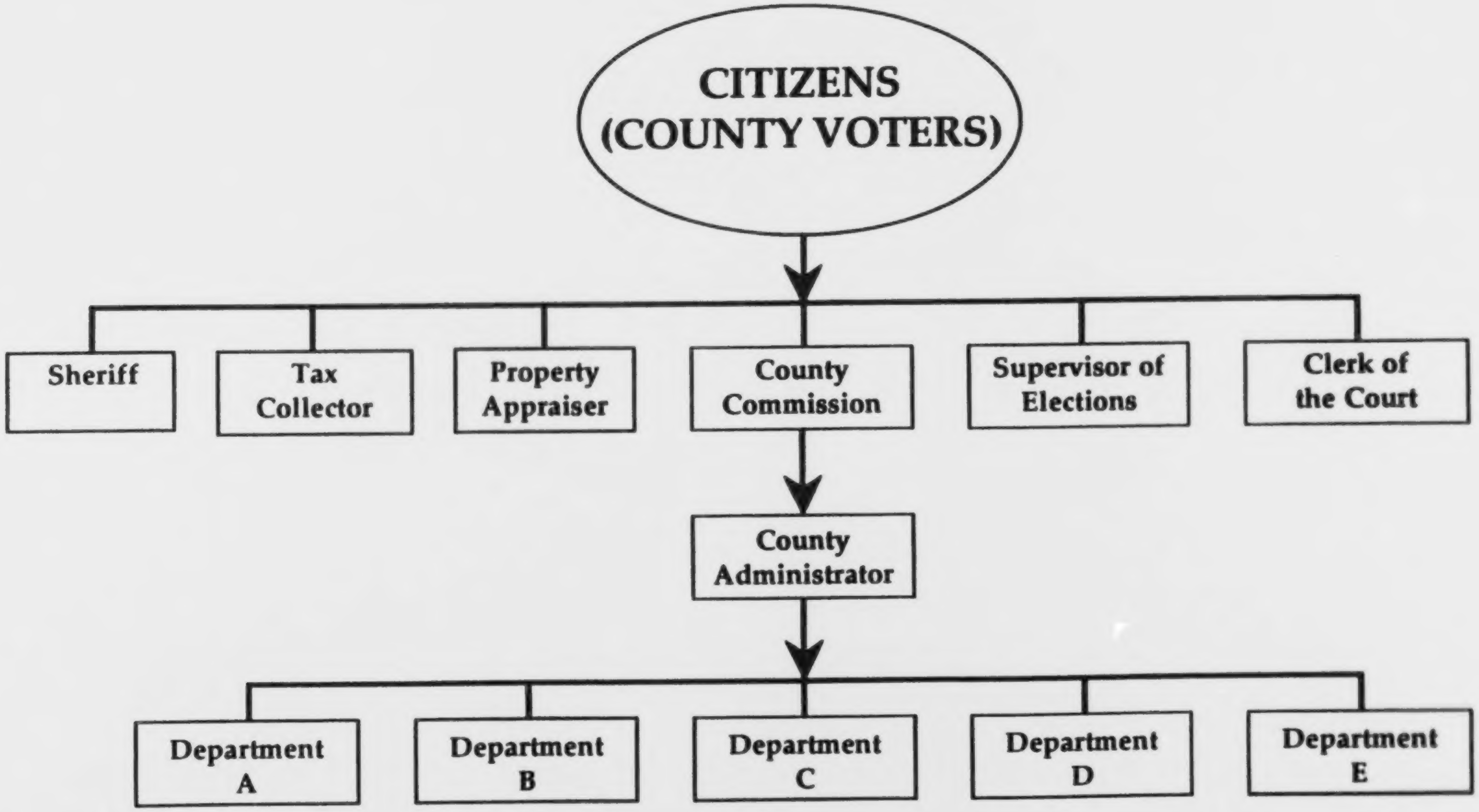
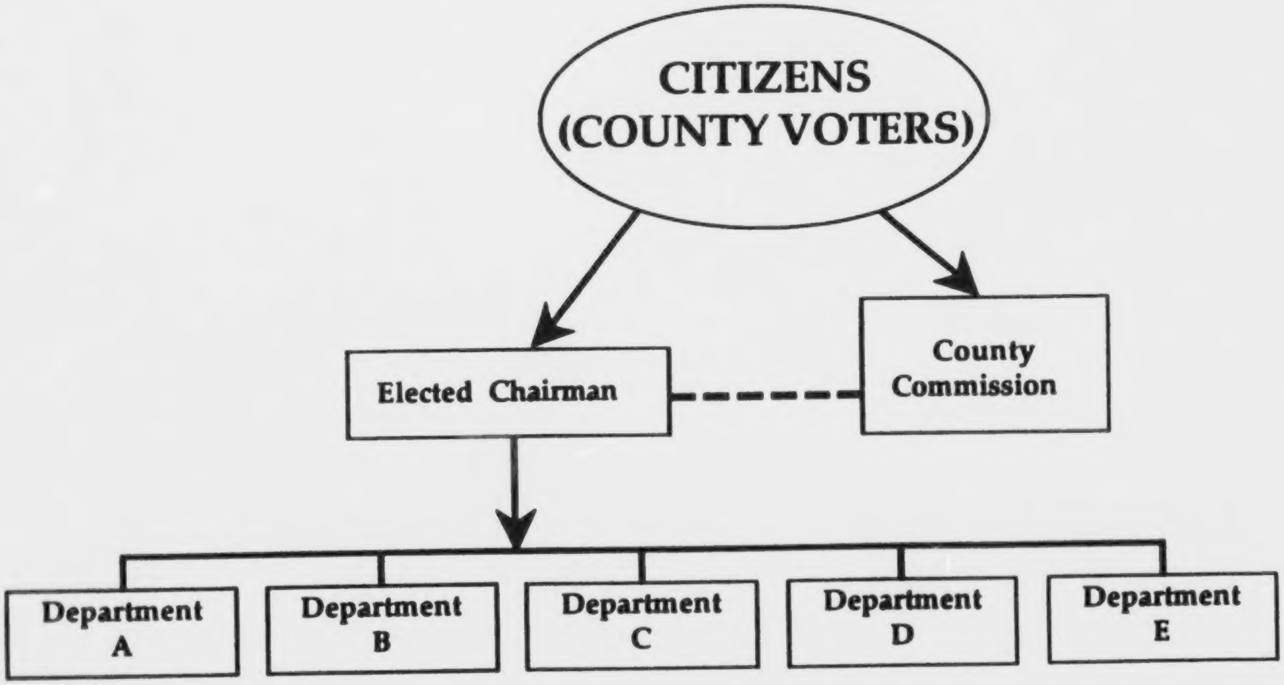
COUNTY ADMINISTRATOR


CITIZENS
(COUNTY VOTERS)
Sheriff
Tax Collector
Property Appraiser
County Commission
Supervisor of Elections
Clerk of the Court
County Administrator
Department A
Department B
Department C
Department D
Department E

Five elected constitutional officers:
Sheriff, Tax Collector, Property Appraiser, Supervisor of Elections and Clerk of the Court.

DIAGRAM 7

COMMISSION-ELECTED CHAIRMAN (EXECUTIVE)


CITIZENS
(COUNTY VOTERS)
Elected Chairman
County Commission
Department A
Department B
Department C
Department D
Department E

]

ACTIVITY #1, "How Many Decision Makers?"

Many factors go into deciding what form of government is best for a given community. Not the least of these factors are assumptions about power--who should be assigned what powers and how much of these powers should rest in one or more members of the community. Philosophers have written volumes of pages expressing their insights relating to power and how societies should deal with it.

One such philosopher lived over two thousand years ago in ancient Greece. His name was Aristotle. Aristotle was particularly interested in the distribution of political power in the society. His overview of the topic can be useful in analyzing the pros and cons of the different forms of city and county government discussed in this lesson.

Aristotle pointed out that all governmental frameworks featured either "the rule of the one, the rule of the few or the rule of the many." Aristotle was referring to whole political systems in which the rule of the one meant a king, the rule of the few meant the rule of an elite class and the rule of the many was when all citizens of the community were allowed to take part in the decision-making process of the government. To use his overview, we have to adapt his ideas to the reality of city and county governments in the United States. In fact, American political beliefs support "the rule of the many." As we saw in the descriptions of the local government forms contained in Reading #1, all types of local governments have the leaders elected by the voters of the community. While the forms of government explained in this lesson do not fall neatly within Aristotle's designated types, one can compare these forms of government in terms of how concentrated or dispersed the decision-making power is.

In addition, some of Aristotle's assumptions about the various forms of government can be applied to the different forms of city and county government. The assumptions are both positive and negative for each type. Positively, "the rule of the one" has the most concentrated decision making and may be, under certain circumstances, the most efficient government. As more people take part in the process (the few), more intelligent input is possible. In the case of many decision makers, it is possible for a truer representation of all of the interests of the community to be heard, but decision making may become slow and, at times, inefficient. On the negative end, each designated type has its problems when it allows the decision makers to act solely from a position of self-interest. The problems assumed are as follows: in the case of the one, arbitrary and unchecked exertion of power; for the few, the problem is that only the interests of one class will be respected; and, in the case of the many, it can be assumed that the possibility for the disregard of minority rights by popular attitudes and the undue influence of uninformed opinion will negatively effect the government. Needless to say, these are not necessary conditions, but biases that may exist as a result of the structural make-ups of the different forms of governments.

STEP 1. To use Aristotle's ideas, it would be useful to think of Aristotle's types as a continuum from "the rule of the one," in which power is most concentrated into the hands of one person, to "the rule of the many," where power is most dispersed. On the first continuum arrow below, arrange the names of the four forms of city government (council-weak mayor, council-strong mayor, city commission and council-manager) from the most concentrated power (rule of the one) to the most dispersed power (rule of the many).

Power Continuum #1

Rule of the One
Rule of the Many

On the second continuum arrow below, arrange the names of the three forms of county government (county commission, county-administrator and commission-elected chairman) from the most concentrated power (rule of the one) to the most dispersed power (rule of the many).

Power Continuum #2

Rule of the One
Rule of the Many

The exact placement of the forms along the continuum is not the key point. Rather, it is hoped the reader will begin to understand that "concentration" or "dispersement" of power is one of the issues citizens must weigh when selecting the best form of local government for their community.

STEP 2. The following is a listing of assumptions that Aristotle made about the different forms of government he identified. Analyze the assumptions and see if they are characteristics you judge as being associated with governments having concentrated decision-making power or with governments having dispersed decision-making power. If you think an assumption goes with concentrated power, write its number on the left side of the center line below. If you associate the assumption with dispersed power, write its number on the right side of the line below.

ASSUMPTIONS:

1. encourages the most capable persons in a society to be involved in political decision making
2. more in danger of producing governmental decisions based solely on unreflective emotional reactions
3. enjoys clearer sense of direction and purpose in its decisions
4. more subject to being influenced by uninformed opinions and positions
5. will more likely react to popular opinion that is abusive of individual or minority rights
6. more likely to be subject to individual will in its use of power
7. more likely to handle an emergency in a quick and decisive manner
8. more likely to enjoy the opinions of more diverse groups of the community

Concentrated Power	Dispersed Power

STEP 3. Now, looking at your two lists in the previous chart, place a positive sign (+) by the assumptions you consider to be good characteristics for a government to have and a negative sign (-) by the ones you consider to be bad characteristics.

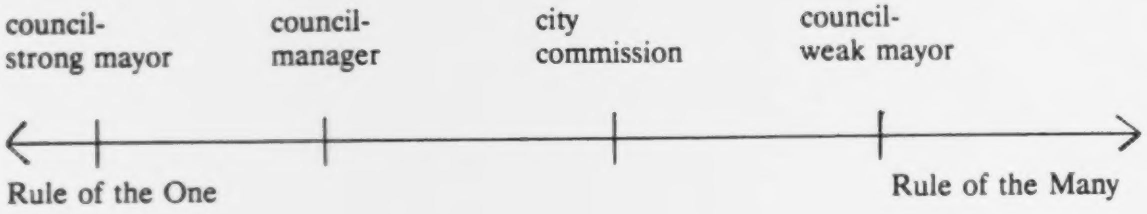
STEP 4. Based on this exercise, which type of government do you believe to be the best for your city or county--one with concentrated power (rule of the one), one with power vested in a few people (rule of the few) or one with dispersed power (rule of the many)? Why?

(An Answer Key for STEPS 1, 2 and 3 can be found on the next page.)

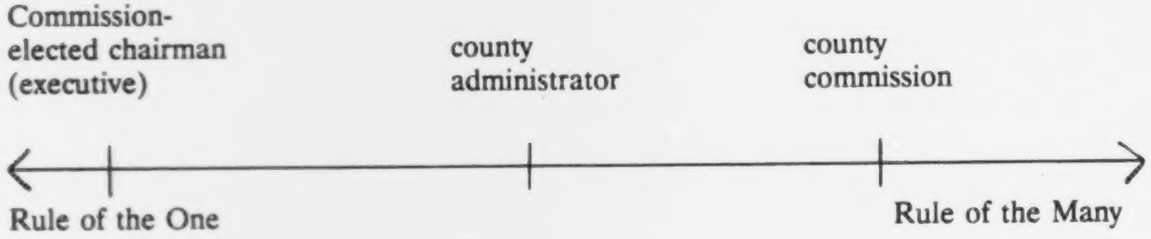
Answer Key, Activity #1, STEPS 1, 2 and 3

STEP 1.

Power Continuum #1 (city forms of government):


council-
strong mayor
council-
manager
city
commission
council-
weak mayor
Rule of the One
Rule of the Many

Power Continuum #2 (County Forms of Government):

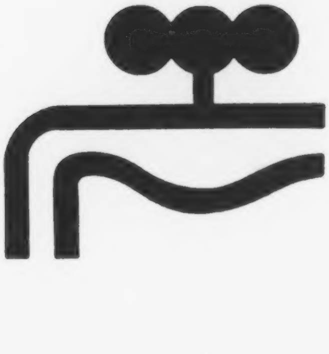

Commission-
elected chairman
(executive)
county
administrator
county
commission
Rule of the One
Rule of the Many

STEP 2 and STEP 3.

Concentrated Power	Dispersed Power
+1.	-2.
+3.	-4.
-6.	-5.
+7.	+8.

Unit 2 - Lesson 1

"Basic City Government Services"



Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 2 - Lesson 1

"Basic City Government Services"

RATIONALE:

Of all levels of Florida government, city government has one of the greatest impacts on our daily lives through the provision of basic city services. Many of these essential services are taken for granted and we do not even think of them as part of local government. An investigation of these basic municipal-type services is important in gaining an understanding of city government operations. The funding of these services is examined in Unit 3, "Local Government Finances."

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: City Planning and Zoning Commission, code enforcement, municipal government/municipality, ordinance, planning, public safety, public services, rural, urban, and zoning;
2. name at least eight basic city government services which affect our lives each day; and
3. distinguish municipal-type services provided by cities from those services of the county, state and national governments.

MATERIALS AND RESOURCES:

1. Activity #1, "Costs of Basic City Services."
2. Optional: "Getting to Know Your City and County Governments," major services provided and services contracted sections, Appendix D of this handbook.
3. Optional Activities: Florida League of Cities' videotapes: "The Invisible City," "How Your City Government Works" (city services are addressed on the last portion of the tape), "A Throw Away Society/Solid Waste," "Stormwater . . . Its Effect on You and Your City," "Your City's Traffic Flow," "Emergency Services . . . What Your City is Prepared to Do For You," "Your City's Water Quality," "The Dangers of Urban Sprawl," "Enjoying Your City Parks and Recreation" and "Recycling In Your City," available from the Florida League of Cities (see Appendix B) and available, on loan, from the various local and regional municipal leagues.

BACKGROUND INFORMATION:

Basic city services can be divided into three categories: public safety, public services, and city planning and zoning.

Public safety. In the area of **public safety**, law enforcement is perhaps the most recognizable and necessary service. If our society is to continue, it is important that our state and local laws are enforced. Fire protection, which in some cities includes emergency medical care, provides citizens of the community with a peace of mind while at work, in their homes or on the highways. Animal control and protection units within our cities provide protection for residents from dangerous animals, as well as provide protection for the animals from cruel treatment by humans. **Code enforcement** is given the task of ensuring compliance with the various ordinances which have been enacted by city government. (For further details on these services, see Unit 6, Lesson 3, "Public Safety at the Local Government Level.")

Public Services. Perhaps the largest number of concerns and requests for services from residents in a city fall in the area of **public services**. These essential services, which we often take for granted, are expensive and continually place a burden on the delivery mechanisms of our cities. Transportation and public works provide us with street and road construction and maintenance, traffic control, signalization, street signs, street lighting, traffic engineering, bicycle paths and parking facilities. Sanitation in recent years has been creating great problems for city officials and our environment. Water purification, wastewater (sewage) treatment, solid and liquid waste management, air quality management, toxic and hazardous waste disposal, and stormwater runoff are constantly placing demands on our cities. One solution many cities use to cut down on traffic problems, gridlock and air pollution is to provide public transportation in the form of buses and other means of mass transit. Parks, public recreational facilities and libraries improve the quality of life in our cities. Other public services provided by some cities include: airports, ports, harbors, public cemeteries, golf courses, public housing assistance, cable television, and electric or gas utilities. While many of these services are often performed by city employees, some cities ensure that these services are provided by private companies through contracts or franchise agreements with the city government, or by another unit of government through an interlocal agreement. (For further details on some of these public services, see Unit 6, Lesson 1, "Water Management at the Local Government Level," and Unit 6, Lesson 4, "Transportation at the Local Government Level.")

Planning and providing proper **zoning** for the future development of a city is one of the most difficult, and often controversial, functions of city government. The quality of life in our cities will depend on the decisions which are being made in these areas by local officials, city staff, and **City Planning and Zoning Commissions** or boards made up of citizens from the community. The future of our children is dependent on the sound judgement and foresight of these individuals.

It is essential, if we are to have quality cities in which to live, that residents understand the basic services provided by their city government and become active participants in the decisions involving these services. The following are some questions to consider:

- Why do cities have to provide a wide variety of services?
- What causes the types of services to vary from city to city?
- Why do some services cost more than others? What are some of the causes of these cost differences? Why are some costs rising? Are any costs decreasing? Why?
- Can the revenues raised by cities match the costs of these services?
- In what ways can residents convey their opinions about city services (quality, quantity and costs)?
- What services would you cut if you had to save money? Why?
- In considering the services provided by your city, which do you feel are the most essential?

VOCABULARY:

City Planning and Zoning Commission - a group of citizens appointed by the elected city officials to develop and implement plans for their city's future.

code enforcement - a function of local government to ensure compliance with various ordinances/codes of a city or county government.

municipal government/municipality - in Florida, an incorporated city, town or village having powers of self-government provided by charter. (For the purposes of this curriculum, the term "city" will be used interchangeably to refer to all municipal governments in Florida.)

ordinance - a law of a permanent nature passed by a city or county and enforceable within that government's respective boundaries. (Note: Non-charter county government ordinances, which conflict with ordinances of a city within that county, are not effective within the boundaries of that city to the extent of the conflict.)

planning - the procedure of projecting a design or scheme for the future development of a city or county.

public safety - a category of basic city services provided to citizens, which includes law enforcement, fire protection, animal control and protection, and code enforcement.

public services - a category of basic city services provided to citizens, which includes transportation and public works, sanitation, solid and liquid waste management, air quality management, toxic and hazardous waste disposal, stormwater management, parks, public recreational services, libraries, water purification, wastewater (sewage) treatment, cable television, airports, ports, harbors, public cemeteries, golf courses, public housing assistance, and electric or gas utilities.

rural - sparsely populated.

urban - densely populated.

zoning - the division of a city or county into areas (zones) in which the use of the land is restricted by law (zoning ordinance).

/

Activity #1, "Costs of Basic City Services"

(Source: Florida League of Cities' videotape, " The Invisible City," 1988. Reprinted with permission.)

The following statistics cover the average costs of providing basic Florida city services within a given year. The costs for the seven city services listed are based on statewide averages for Florida cities. Review the data below and compare what was spent for each of these services in the past year by your city government.

POLICE PROTECTION
Total Spent by Florida Cities = $ 680 million per year
(costs you about $ 113 per year)

Training One Police Officer	$ 40,000
One Police Car	$ 10,000 to $ 13,000
One Police Radio	$ 1,000 to $ 2,000
One Police Uniform	$ 1,500

The cost for Police Protection in my city last year was $ _______.

FIRE PROTECTION
Total Spent by Florida Cities = $ 340 million per year
(costs you about $ 56 per year)

Jaws of Life	$ 4,000
Building/Maintaining Fire Stations	$ 275,000
Safety Equipment	$ 18,000

The cost for Fire Protection in my city last year was $ _______.

WATER SERVICES
Total Spent by Florida Cities = $ 807 million per year
(costs you about $ 134 per year)

One Fire Hydrant	$ 1,400
Water Quality Lab Operation	$ 322,000

The cost for Water Services in my city last year was $ _______.

SANITATION (GARBAGE) SERVICES

Total Spent by Florida Cities = $ 257 million per year
(costs you about $ 42 per year)

One Garbage Truck	$ 91,000
Gasoline for Trucks	$ 250 (per month)
Dumping Garbage at a Landfill	$ 6 (tipping fee per ton)

The cost for Sanitation Services in my city last year was $ _______.

TRANSPORTATION/PUBLIC WORKS

Total Spent by Florida Cities = $ 307 million per year
(costs you about $ 51 per year)

Purchasing/Installing Traffic Lights	$ 17,000 (each)
Installing/Maintaining Street Lights	$ 250 (each)

The cost for Transportation/Public Works in my city last year was $ _______.

RECREATIONAL FACILITIES

Total Spent by Florida Cities = $ 399 million per year
(costs you about $ 66 per year)

Lighted Softball Field	$ 30,000
Tennis Courts	$ 8,200
Picnic Pavilion	$ 10 - $ 19 (per square foot)
Equipped Playground	$ 13,000

The cost for Recreational Facilities in my city last year was $ _______.

GENERAL GOVERNMENT SERVICES

Total Spent by Florida Cities = $ 573 million per year
(costs you about $ 95 per year)

Running a City Election	$ 24,000

The cost for General Government Services in my city last year was $ _______.

Unit 2 - Lesson 2

"Basic County Government Services"

Focus on Local Government

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"Basic County Government Services"

RATIONALE:

Florida has 67 county governments. Each one is a political subdivision of the state and, as such, provides state services at the local level. Basic county services which are required by the state include: the administration of justice, the care of prisoners and law enforcement, the recording of deeds, the provision of public welfare, and the maintenance and construction of county roads, bridges and drainage facilities. An understanding of these basic county services provided by all counties is essential to any study of county government.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: basic county government services, Sheriff and unincorporated area;
2. identify the five categories of basic county services provided in Florida; and
3. name at least six services provided by county government.

MATERIALS AND RESOURCES:

1. Reading #1, "Decisions About County Government Services."
2. Activity #1, "Reviewing Basic County Government Services," and Questions for Consideration.
3. "Getting to Know Your City and County Governments," major services provided and services contracted sections, Appendix D of this handbook.

BACKGROUND INFORMATION:

Basic county services are state services which are provided at the local level by county government, as a subdivision of the state. These services are provided on a countywide basis to citizens in both the incorporated and the **unincorporated areas**. **Basic county government services** provided in Florida can be divided into five primary categories: county court system, public safety, public records, public welfare and transportation.

County court system. The majority of non-jury trials in Florida take place before one Judge sitting as a Judge of the county court. The county courts, which make up the county court system, are sometimes referred to as "the people's court," probably because a large part of the court's work involves citizen disputes, such as traffic offenses, less serious criminal matters (misdemeanors) and relatively small monetary disputes. The Florida Constitution establishes a county court in each of Florida's 67 counties. The number of Judges in each county varies with the population and caseload of the county, ranging from 35 Judges in Dade County to several counties in the state which have only one county Judge. The trial jurisdiction of the county courts is established by statute. At the present time, the jurisdiction of county courts extends to civil disputes involving $5,000 or less.

Public safety. A major concern of many county residents is the quality and effectiveness of public safety. The Office of the **Sheriff** not only provides protection for county residents, but also maintains traffic control, handles road patrol within the unincorporated area, serves subpoenas and usually operates the jail. In some counties, the detention/correction facilities are administered by the Board of County Commissioners, as opposed to the Sheriff. Building inspection, ambulance and rescue service, animal control and civil defense are all part of public safety provided by the county. (For further details on these services, see Unit 6, Lesson 3 on "Public Safety.")

Public records. Keeping accurate public records is an important service of the County Clerk's Office. The recording of property deeds, mortgages, births, deaths and marriage licenses, and the maintenance of court records, are all a part of county recordkeeping. Other important public records are maintained by the county offices of the Supervisor of Elections, Tax Collector and Property Appraiser.

Public welfare. One of the fastest growing areas of county services comes under the category of public welfare. Medical help for the needy, the Public Health Department, disease control, mosquito control, specialized clinics to fight contagious diseases, health inspections and environmental protection are all services which our counties provide.

Transportation. Transportation needs go beyond city limits. The construction and maintenance of the county road system also includes residential streets in the unincorporated areas, rural and urban collectors, and minor arterials. The acquisition of right-of-way, road construction design, the construction of principal roadways, and the maintenance and construction of drainage systems throughout a county are essential in a rapidly growing state like Florida. Portions of the county road system also generally extend into the incorporated areas of cities, and thus the county is required to maintain all such roads. (For further details on these services, see Unit 6, Lesson 4 on "Transportation.")

County government is large and complex, providing a variety of services for citizens. It is most important that we know what those services are and how they affect our lives. As Florida counties become more urbanized (densely populated), they usually expand beyond the basic county services mentioned here and begin to provide more "municipal-type" services, such as fire protection, recreation and the like. This will be explored more fully in Lesson 3 of this unit.

VOCABULARY:

basic county government services - state services provided by county government on a local level, which can be divided into five primary categories: the county court system, public safety, public records, public welfare and transportation.

Sheriff - chief law enforcement officer in a county.

unincorporated area - all land area outside the city limits which is a part of a county, but not incorporated into a city.

Reading #1, "Decisions About County Government Services"

County government officials and staff make decisions and provide services that affect our lives everyday. Below are some of the decisions that may have recently been made within your county government.

1. where a road will be widened
2. the value of your property
3. when and where you can pay for a traffic ticket
4. steps to follow in the event of a natural disaster or emergency
5. if 911 emergency service will be provided
6. where you can obtain a marriage license
7. whether mosquito control protection will be made available in your neighborhood
8. where and when you can register to vote
9. the site for a new detention facility
10. the public bus system schedule and routes
11. where the emergency shelters will be located during a hurricane
12. procedures for obtaining an absentee ballot for voting
13. when your street will be resurfaced and storm drains installed
14. visiting hours at the detention center
15. the length of time it takes to obtain a death certificate, birth certificate or marriage license

Consider the following:

- What input could residents have in any of these decisions which have been made by the county elected officials?
- What can one do if they have difficulty with one of the decisions made regarding county government services?
- How can you become personally involved in changing any of these decisions? What about future decisions?

- Who can you contact if you wish to see changes made?
- Why don't more citizens become involved in the decisions made by their county government? Is it due to apathy, indifference, the process being too time consuming, frustration, or lack of understanding about how to take part in the decision-making process?

Activity #1, "Reviewing Basic County Government Services"

This is your opportunity to review the basic county services which are provided by your county government. Please read each service listed below and carefully rate the service in the space provided. Then, consider the Questions for Consideration that follow on the next page.

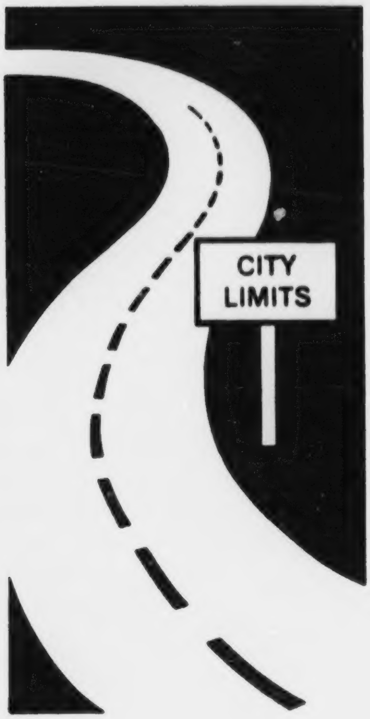
BASIC COUNTY SERVICE	EXCEPTIONAL	ADEQUATE	NEEDS IMPROVEMENT
County Court System			
Traffic Control			
Jail Operations			
Detention Facilities			
Civil Defense			
Recordkeeping			
Voter Registration			
County Health Department			
Mosquito Control			
Road Construction/ Maintenance			
Ambulance and Rescue Service			
Other:			

Questions for Consideration, Activity #1

1. What service did you rate the best? the worst? why?
2. Why are some services provided more effectively and efficiently by county government than government at another level? Explain.
3. Who can you turn to if you wish to see changes made or if you wish to make suggestions regarding county services?
4. Which area of service would you personally wish to do something about? What can you do? What will you do? How?

Unit 2 - Lesson 3

"Evolving City and County Government Services"


CITY
LIMITS

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"Evolving City and County Government Services"

RATIONALE:

The impact of rapid population growth, federal and state mandates, problems such as increased crime and traffic congestion, environmental concerns, and demands by citizen for increased services and an improved quality of life has led to an evolution in the types and quantity of services provided by city and county governments in Florida. Service boundaries are no longer clear-cut, with certain services the exclusive province of a respective city or county government. As readers begin to understand this evolution in service delivery and the decisions that must be made by local governments, they will be better able to participate in these decisions which impact their daily lives.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: charter county, franchise agreement, interlocal agreement, mandate and privatization;
2. identify at least six services provided by city government and six services provided by county government;
3. explain how local government service delivery has evolved in Florida;
4. use local resources to identify who to contact in city or county government about a particular service; and
5. list two or more ways residents can influence the quality and level of service delivery.

MATERIALS AND RESOURCES:

1. Activity #1, "Local Government Service Delivery."
2. Activity #2, "A Closer Look at My City and County Government."
3. Activity #3, "Who to Contact in City or County Government."
4. Activity #4, "Researching City and County Government Services."
5. "Getting to Know Your City and County Governments," major services provided and services contracted sections, Appendix D in this handbook.

BACKGROUND INFORMATION:

The types and quantity of services provided by Florida's city and county governments have evolved over time. Service boundaries are no longer clean-cut, with certain services the exclusive province of a respective city or county government. This evolution has been the result of many factors.

In a rapidly growing state, the number of citizens living in both unincorporated and incorporated areas has increased. These residents have demanded improved transportation facilities, affordable housing, clean and available water, regular garbage pick-up and disposal, utilities, fire protection, law enforcement, adequate employment opportunities, parking, and the amenities of life, including cultural facilities, libraries, and parks and recreational opportunities.

To meet the requests of residents in the unincorporated areas who desire municipal-type services, some county governments have begun contracting with a city government (**interlocal agreement**) to provide these basic city services to citizens in the unincorporated area. Such services include fire protection, water services and sewage treatment. The citizens of a county also have the opportunity to adopt a **county charter**. With this action, citizens expand the existing responsibility of the county government to provide state services at the local level by adding the requirement for the chartered county to function more as a city in terms of providing municipal-type services. A vivid example of this is seen in Dade County, unique because its charter is contained in the state constitution, where law enforcement personnel are referred to as "Police Officers" (a typical city service term), as opposed to using the term "Sheriff's Deputies" (a typical county term).

City governments, on the other hand, have begun moving into some basic county government service areas, such as social services, due to the needs of their citizens. While county government provides the basic state social services countywide, city residents have begun demanding service levels that go beyond what the county is able to provide. One example might be a city with a large percentage of retirees. These elderly citizens, often on limited budgets, have increased needs for transportation, housing facilities and health services.

Added to these citizen needs and demands for services are the problems of pollution, crime, drugs, migrants, traffic congestion, the homeless and immigrants. Many of these issues are jurisdictional in nature, impacting local governments of all sizes. These local governments vary in their ability to address the service needs that arise from these problems. Federal and state government "**mandated**" programs are yet another factor that has impacted local government service delivery.

In addressing these changing and expanding service needs, local governments have responded in a variety of ways. Not only may a county government contract with a city government to provide services to county residents, but a city government may choose to contract with a county government for services to be provided to city residents. Also, one city government may contract with one or more city governments; or one county government may contract with one or more county governments. These interlocal agreements provide a means for sharing the burden of providing certain services. Creative approaches, such as cooperative purchasing programs, are yet another cost-effective means local governments are using to meet citizen needs.

Local governments also contract with the private sector (**privatization**) or establish **franchise agreements** with private business to address their service needs. Privatized services may include fire prevention services, park maintenance, garbage pick-up, recycling, fleet maintenance and even operation of a jail facility or wastewater plant. Cable television, electric and telephone services are examples of common franchise agreements. It should be noted that these operations are still controlled, to the degree of the language of the contract or franchise agreement, by the respective local government. There are also areas where basic local government services are provided by a private company independent of the local government.

In addressing this evolution of local government services, it is important that one understand the role citizens play in determining the types, amounts and levels of local government services provided to their local community. Although this is covered in more detail in Unit 3, "Local Government Finances," and Unit 5, "Public Participation in Local Government," readers need to know that their role as an active voting citizen influences service delivery decisions made by city and county governments. Electing capable local government officials who represent the "voice" of the people, participating in public hearings and on local government boards and commissions, and attending local government Council/Commission meetings are all opportunities to influence service delivery decisions.

VOCABULARY:

charter county - counties whose citizens have voted to adopt a charter, often adding the provision of "municipal-type services" in the unincorporated area to their county government responsibilities. As of January 1991, the following were chartered counties in Florida: Alachua, Broward, Charlotte, Clay, Dade, Duval, Hillsborough, Orange, Palm Beach, Pinellas, Sarasota, Seminole and Volusia.

franchise agreement - a contractual agreement reached between a private business and a government, where the private company is granted an exclusive privilege to provide a service to the citizens served by that government, subject to governmental oversight and control according to the terms of the agreement.

interlocal agreement - a contract between two governments where one government agrees to provide one or more services to the citizens served by the other government for an established fee.

mandate - a state or federal law that requires local governments to expand existing, or implement new, programs and services; if no funding is provided to implement the law, it is referred to as an unfunded mandate.

privatization - a contract between a government and a private business, where the private entity agrees to provide one or more government services for an established fee.

Activity #1, Local Government Service Delivery"

How are the following services provided in your area? If provided directly by your city or county government, place a "D" under the appropriate government(s). If the service is provided per interlocal agreement, place an "I" under the leading government and indicate in parenthesis what government is providing the service. If the service is privatized or provided under a franchise agreement, place a "P" or an "F," respectively, under the government whose residents are receiving the service.

Key:
D = service is provided directly
I = service is provided through an interlocal agreement
P = service is privatized
F = service is provided through a franchise agreement

Service	City Government	County Government
Animal Control		
Emergency/Ambulance Care		
Social Services		
Fire Prevention		
Law Enforcement		
Library		
Drinking Water		
Garbage Collection		
Recycling		
Landfill		
Street Maintenance		
Electric Utilities		
Parks		
Cable T.V.		

Service	City Government	County Government
Parks		
Recreational Facilities		
Sewage Treatment		
Planning		
Building Inspection		
Affordable Housing		
Bus System		

Activity #2, "A Closer Look at My City and County Government"

Think about the general conditions which exist in your city and county. Does your community have good streets, attractive parks, convenient libraries, an adequate police force and sufficient health care facilities? Does your community face traffic problems and gridlock? What is the quality of the water and air?

A. In the space below, list five services which you feel are being well provided to the citizens of your community.

1.

2.

3.

4.

5.

B. For the services listed in "A," list the local government providing the service by the corresponding number below.

1.

2.

3.

4.

5.

C. In the space below, list the unsolved service problems you feel exist in your community today in their order of importance.

1.

2.

3.

4.

5.

D. For each of the unsolved service problems you listed in "C," list below the agency or department in your city or county government which is responsible for resolving this problem.

1.

2.

3.

4.

5.

E. For each of the unsolved service problems listed in "C," what can you personally do?

1.

2.

3.

4.

5.

F. Discuss the unsolved service problems listed in "C" with your friends or family and list below some comments regarding their experiences with these service areas.

1.

2.

3.

4.

5.

G. Discuss the services which you feel are well provided by your city or county government with your friends or family and list below some of their comments about these services.

1.

2.

3.

4.

5.

Activity #3, "Who to Contact in City or County Government"

Using such resources as the telephone book, guides published by organizations like the League of Women Voters, city or county government guides, or other publications, find out who you would contact in your city or county government about each of the following service issues. In the space provided, write in the agency or department and the telephone number or address.

1. You want a bus stop closer to your neighborhood.

2. A street light in your neighborhood is burned out.

3. There is a large pothole and several small ones in the street in front of your home.

4. The closest fire hydrant is some distance from your house and you want one closer to lower your fire insurance costs.

5. Vandals have stolen a stop sign at the corner of your house and you would like to have it replaced before there is an accident.

6. You and your neighbors have discolored drinking water.

7. You want to protest a planned zoning change in your neighborhood.

8. You have a complaint about garbage collection.

9. You are worried about the safety of some playground equipment in the local park.

10. A neighbor is concerned about sanitary conditions in a local restaurant.

11. You and your neighbors want a tennis court built in the local park.

12. The hours your local library keeps do not provide an opportunity for working people to take advantage of the library.

13. You have noticed that many commercial billboards have been placed on your main street.

14. Many vacant lots in your neighborhood are overgrown with weeds and filled with debris.

15. You wish to attend the next City Council meeting but you do not know the time, date or location of the meeting.

16. You wish to find out if a particular proposed ordinance will be on the agenda for consideration at the next County Commission meeting.

17. You have noticed that a cover plate at the bottom of a light pole in your neighborhood is missing and some wires are exposed.

18. You received a traffic citation for speeding and must attend traffic court.

Activity #4, "Researching City and County Government Services"

Part I. Below is a partial listing of the services which are provided by many city and county governments. What can you add to the list for your city or county? Is there anything you can delete as not being a service of your city or county government?

Basic City Services	Basic County Services
1. Sewer System	1. Social Services
2. Parks and Recreation	2. Jail
3. Garbage Collection and Disposal	3. Civil Defense
4. Fire Protection	4. Health Department
5. Police Protection	5. Court System
6. Street Maintenance	6. Protection by Office of the Sheriff
7. Water Treatment & Service	7. Conducting and Validating Elections
8. Animal Control	8. Mosquito Control
9. Utilities	9. Maintaining Public Records (property deeds, marriage licenses, etc.)
10. Street and Road Maintenance	10. Health Inspections
11.	11.
12.	12.
13.	13.
14.	14.
15.	15.

Part II. Select one of the services provided by your city or county government and use the following questions to learn more about that service as provided in your community.

1. Service Selected:
2. Which government provides the service?
3. Where does that government get the funds to provide the service?
4. What is the total annual cost of providing the service?
5. What is the cost of the service per person served?
6. Who are the department heads responsible for providing this service?
7. Are these leaders elected, appointed, or hired?
8. What are their titles and annual salary range?
9. How does the department assess the effectiveness of their service?
10. How does the department assess the need for their service?
11. What are the problems in bringing the service to those who need it?
12. What changes need to be made, if any, in the cost, quality or delivery of that service?
13. What is your opinion of this service?
14. What can you do personally to improve it?

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Unit 2 - Lesson 4

"Ordinances and Resolutions"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 2 - Lesson 4

"Ordinances and Resolutions"

RATIONALE:

The formal exercise of legislative and executive powers by a City Council or County Commission is primarily through the adoption of motions, resolutions and ordinances. To better understand local government operations, it is necessary to know the differences between these actions, what they are and how they are used. In particular, it is important for the reader to gain a working knowledge of the steps taken for ordinances to become law and how these laws are enforced.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: code, Code Enforcement Board, Code Enforcement Officer, codification, motion, ordinance and resolution;
2. identify the key requirements and procedures for enacting a city or county government ordinance;
3. analyze a city or county government ordinance, identifying why it was passed, to whom it was directed and the penalty for failing to comply with the law; and
4. explain the four approaches to local government code enforcement used in Florida.

MATERIALS AND RESOURCES:

1. Activity #1, "Reading Local Government Ordinances."

BACKGROUND INFORMATION:

Motions, resolutions and ordinances. Both city and county governments have lawmaking legislative and executive powers. Actions taken by a City Council or County Commission range from those which are simply motions, to those which involve weighty considerations of great importance. Examples of the former include matters of Council/Commission procedure ("I move that we observe a minute of silence in honor of . . .," "I move that we adjourn"), ceremonial matters ("I move that we recognize the accomplishments of . . .") and legal formalities ("I move that we accept the report," "I move that we approve the audit").

State statutes recognize two types of formal enactments by City Councils or County Commissions: ordinances and resolutions. An **ordinance** is an official legislative action which establishes "a regulation of a general and permanent nature" and which is enforceable as a local law. A **resolution** is a less substantial action and may be "an expression . . . concerning matters of administration, an expression of a temporary character or a provision for the disposition of a particular item of the administrative business of the governing body." Actions of a law-making nature must be accomplished in the form of an ordinance, not a resolution.

The authority to enact such legislation is implicit in the state constitutional grant of authority to cities and counties. "The Board of County Commissioners of a county not operating under a charter may enact, in a manner prescribed by general law, county ordinances not inconsistent with general or special law. The governing body of a county operating under a charter may enact county ordinances not inconsistent with general law." Cities are given "the governmental, corporate and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services."

County ordinances. Per Chapter 125, Part II, Florida Statutes, county government requirements and procedures for adoption of ordinances are as follows:

1. limited to one subject;

2. subject should be briefly expressed in the title;

3. may not be amended or revised by title only;

4. the enacting clause must read: "Be It Ordained by the Board of County Commissioners of ___________ County";

5. must give "notice," in a newspaper of general circulation within the county, of intent to consider an ordinance at least 15 days, excluding Sundays and legal holidays, prior to the designated regular or special meeting of the Board of County Commissioners;

6. the "notice" must state the substance of the ordinance;

7. copy of such "notice" must be available for public inspection;

8. certified copies of ordinances or amendments must be filed by the Clerk with the Florida Department of State within 10 days after enactment; and

9. ordinances are effective upon acknowledgement by the Department of State of the filing, or upon a later prescribed effective date.

Emergency procedures for enacting county government ordinances are also spelled out in the statutes. A waiver of notice requirements necessitates a four-fifths vote of the Commission. Emergency ordinances or resolutions may not be enacted to rezone private real property or to enact or amend land use plans, except under special conditions.

Counties are required to maintain a current codification (see Vocabulary) of all ordinances and to publish such codification annually. All ordinances are considered public records and, as such, must be made available to the public.

City ordinances and resolutions. Per Chapter 166, Part I, Florida Statutes, city government requirements and procedures for adoption of ordinances and resolutions are as follows:

1. must be introduced in writing;

2. limited to one subject;

3. the subject must be clearly stated in the title;

4. may not be revised or amended by reference to the title only;

5. must be read by title, or in full, at a public meeting on at least two separate days;

6. must be "noticed," at least 10 days prior to adoption, in a newspaper of general circulation in the city;

7. "notice" of enactment must state: the date, time and place of the meeting; the title or titles; the place or places where such ordinances may be inspected by the public; and it must also advise that interested parties may appear and be heard at the meeting regarding the proposed ordinance;

8. an affirmative vote of a majority of a quorum present is necessary to enact an ordinance, except that two-thirds of the membership of the board is required to enact an emergency ordinance; and

9. effective 10 days after passage, or as otherwise provided.

Upon final passage, every resolution or ordinance must be recorded in a book for that purpose and signed by the presiding officer and Clerk of the governing body.

By future ordinance or charter amendment, a city may specify additional requirements or prescribe procedures in greater detail for adoption of an ordinance or resolution. However, the city does not have the power or authority to lessen or reduce such requirements provided by general law.

Codes and codification. The complete set of ordinances is commonly referred to as the **code.** The process of integrating new ordinances into the existing body of city or county law in a systematic fashion is called **codification.** Most cities and counties have their ordinances recodified on a regular schedule.

Code enforcement. As with laws at all levels, ordinances must be enforced. In Florida, there are four approaches to code enforcement:

1. A law enforcement officer can treat a code violation like any other criminal offense; that is, the law enforcement officer can arrest the code violator and take him/her to the county jail to get fingerprinted and to get a court date established. At court, the Judge may fine or imprison the violator in accordance with the penalty provisions in the local government's ordinance.

2. A Code Enforcement Officer may issue a criminal citation directing the ordinance violator to obtain a court date, and the Judge may, in turn, fine or imprison the code violator in accordance with the penalty provisions of the local government's ordinance. This option essentially eliminates the requirement that the law enforcement officer arrest the code violator and process the violator through the county jail.

3. A Code Enforcement Officer may treat the code violation as a civil infraction. This option permits the Code Enforcement Officer, after a warning, to issue the code violator a citation, directing the violator to either pay a fine or get a court date set to hear the violation.

4. The code violation can be heard by the Code Enforcement Board. Under this option, the person is warned by a Code Enforcement Officer that a code violation exists on the person's property. If the person fails to correct the violation, the violator is placed on notice to appear before the board. If the code violation is not corrected by the time the person appears before the board, the board will give the violator an additional period of time to correct the violation and will fine the violator if he fails to do so. If the violator does not pay the fine, a lien (a legal right to hold property or to have it sold or applied towards payment of a claim) will be placed on the violator's property. The local government can foreclose a lien to satisfy a fine.

Three of the above options involve a "Code Enforcement Officer," a designated employee or agent of a county or city government. A Code Enforcement Officer does not have the power of arrest and does not bear arms. However, the officer is authorized to cite a person who, based upon personal investigation, the officer has reasonable cause to believe has committed a civil infraction, a non-criminal violation of a duly enacted code or ordinance which needs to be heard by the county court or a Code Enforcement Board.

VOCABULARY:

code - the current body of ordinances for any city or county government; there are also state or federal codes which must be enforced at the local level, such as building codes.

Code Enforcement Board - a citizens' board, the members of which may be appointed by the elected officials of a city or county government to hear violations of codes and ordinances that would otherwise be heard by a county court Judge.

Code Enforcement Officer - a designated employee or agent of a county or city government who investigates potential city or county code violations and, if violations exist, issues citations which may be heard by the county court or by a Code Enforcement Board.

codification - the process of regularly integrating new ordinances into the existing body of city or county government law in a systematic fashion.

motion - an act of parliamentary procedure that places a governing body legally on written record with regard to a specific action or topic and which carries the full weight and authority of the governing body.

ordinance - official legislative action of a local governing body that is of a permanent nature and is enforceable as a local law.

resolution - an expression of a local governing body concerning matters of a temporary nature, or a method for the disposition of a particular item of the administrative business of a local governing body.

Activity #1, "Reading Local Government Ordinances"

Read the sample city ordinance on the following two pages and then answer the questions below.

1. What is the purpose of this ordinance?

2. Why do you think this ordinance was passed? Who do you think contributed to passing this ordinance? Do you think it was necessary? Explain.

3. Why are ordinances passed? What need do they fulfill?

4. To whom do you think this ordinance is directed? Can you name any group which might have caused a city to initiate such an ordinance? Explain.

5. Does the definition of animal sacrifice differ from the dictionary definition? If so, in what way and why?

6. What is the penalty for violating this city ordinance? Do you think this is fair? What penalty would you recommend? Why?

7. Can you relate this ordinance to any similar ordinance that has been passed in your city or county? Who is affected by your city's or county's ordinance?

Sample City Ordinance •

[Title; per charter requirements]

WHEREAS, the residents and citizens of the City, have expressed great concern regarding the possibility of public ritualistic animal sacrifices within the City; and

WHEREAS, the City has received an opinion from the Attorney General of the State, concluding that public ritualistic animal sacrifice, other than for the primary purpose of food consumption, is a violation of state law;

WHEREAS, the City, has enacted an ordinance, mirroring state law prohibiting cruelty to animals; and

WHEREAS, the City, now wishes to specifically prohibit the possession of animals for public ritualistic sacrifice within the City.

NOW, THEREFORE, BE IT ORDAINED BY THE MAYOR AND CITY COUNCIL OF THE CITY.

Section 1. Chapter X of the Code of Ordinances of the City, is hereby amended by adding Subsection X, which reads as follows:

Section X. Definitions.

1. "Animal" means any living dumb creature.

2. "Sacrifice" means unnecessarily killing, tormenting, torturing, or mutilating an animal in a public or private ritual or ceremony not for the primary purpose of food consumption.

Section 2. Chapter X of the Code of Ordinances of the City, is hereby amended by adding subsection X, which reads as follows:

Section X. Prohibition Against Possession of Animals for Public or Private Ritual or Sacrifice.

1. No person shall own, keep, or otherwise possess or sacrifice any sheep, goat, pig, cow, or the young of such species, poultry, rabbit, dog, cat or any other animal.

2. This section is applicable to any group or individual that kills or sacrifices animals for any type of ritual, regardless of whether or not the flesh or blood of the animal is to be consumed.

3. Nothing in this ordinance is to be interpreted as prohibiting any licensed establishment from slaughtering for food purposes any animals which are specifically raised for food purposes where such activity is properly zoned and/or permitted under state and local law

and under rules promulgated by the Florida Department of Agriculture.

Section 3. Repeal of Ordinance in Conflict.

All ordinances or parts of ordinances in conflict herewith are hereby repealed to the extent of such conflict.

Section 4. Penalties.

Any person, firm or corporation convicted of violating the provisions of this ordinance shall be punished by a fine, not exceeding $500.00, or by a jail sentence, not exceeding sixty (60) days, or both, in the discretion of the Court.

Section 5. Inclusion in Code.

The provisions of this Ordinance shall be included and incorporated in the Code of the City, as an addition or amendment thereto, and the sections of this Ordinance shall be re-numbered to conform to the uniform numbering system of the Code.

Section 6. Severability Clause.

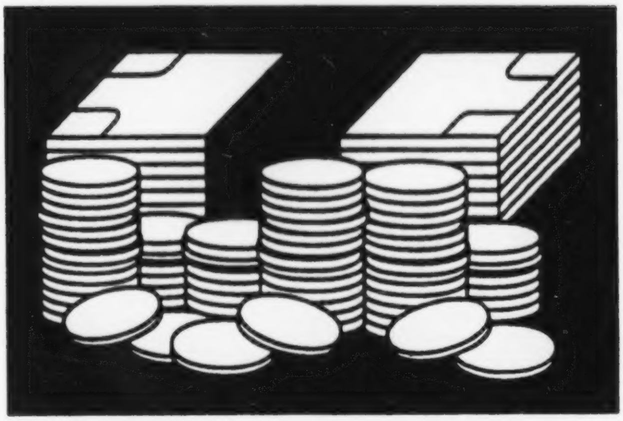
If any phrase, clause, sentence, paragraph or section of this Ordinance shall be declared invalid or unconstitutional by the judgment or decree of a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect any of the remaining phrases, clauses, sentences, paragraphs or sections of this ordinance.

Section 7. Effective Date.

This Ordinance shall become effective when passed by the City Council and signed by the Mayor of the City.

Unit 3 - Lesson 1

"City and County Government Revenues"



Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"City and County Government Revenues"

RATIONALE:

Local governments use a variety of revenues to pay for the many services provided to their citizens. Each city and county government attempts to balance its revenue sources to produce long-term solvency, while using a revenue mix that is compatible with local circumstances. Local governments, by virtue of the state constitution, have general Home Rule authority in all areas except taxation. The Florida Constitution requires that local governments can only levy taxes that the Legislature has specifically authorized by general law, with the exception of the ad valorem property tax. To provide all of the programs and services that citizens demand, as well as to meet federal and state requirements, local governments must gather revenue from many different sources. To understand how local government revenue is raised, it is necessary to become familiar with the various sources of revenue available to finance the work of city and county government.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: ad valorem (property) tax, contributions and donations, fee, fines and forfeitures, franchise fee, impact fees, intergovernmental revenue, investment income, local option taxes, miscellaneous revenue, occupational license tax, tax, user fees and utility tax;

2. name at least five sources of city and county government revenue;

3. compute the city and county governments' portion of the property tax levied on homes in the community; and

4. apply the test of a "good tax" to various revenue sources for local government.

MATERIALS AND RESOURCES:

1. Activity #1, "Computing Ad Valorem Property Taxes."

2. Activity #2, "Applying the Test of a Good Tax."

4. Optional Activity: "Getting to Know Your City and County Governments," budget and major revenue sources sections, Appendix D of this handbook.

BACKGROUND INFORMATION:

(Source: The Florida League of Cities and Florida TaxWatch, Inc. 1989, 10-15. Portions reprinted with permission. Statewide county government revenue figures provided by the Florida Association of Counties.)

There are a variety of ways that city and county governments can raise revenue for the services they provide. However, the Florida Constitution prohibits local governments from levying taxes unless specifically authorized by general law, with the exception of the ad valorem property tax. The following narrative explains the sources of revenue currently available to finance city and county government operations.

The **ad valorem property tax** is the only tax in Florida that is authorized for levy by city and county governments (also school districts and special districts) per the constitution. The property tax is based on the value of real and personal property. Each year, the county Property Appraiser determines the total value of each parcel of property based on its fair market value. The value of residential property represents only the value of the real estate, which includes buildings and improvements; while commercial property includes these values in addition to all relevant personal property. This value is called "assessed value." After subtracting all lawful exemptions, such as: homestead = $25,000, widow = $500, widower = $500 and disability = $500, the remaining value is called the "taxable value." It is this figure on which ad valorem property taxes are calculated.

The property tax is calculated by multiplying the taxable value of the property (as determined by the county property appraiser) by .001, and then multiplying this number by the rate of taxation, referred to as "mills" or "millage rate." One mill is equal to $1 per $1,000 of taxable value. For example, if you own your own home, and the property appraiser has set the assessed value at $35,000, the taxable value would be $10,000 after subtracting your $25,000 homestead exemption. If you reside in the city and the city's millage rate is 5.0 mills and the county's millage rate is 10.0 mills, you would owe $150 in property taxes ($10,000 x .001 = $10; $10 x 15.0 mills = $150.00). The city government would receive $50 and the county government would receive $100 for their portion of the total millage. (Note: In a real-life situation, the school board district millage and any independent special district millage would also need to be included in the computations.)

Under Florida law, there are limitations on the ability to levy millage. Counties (on a countywide basis) and cities (within the incorporated city limits) may levy up to ten mills each, or as otherwise prescribed by charter or local legislation within this constitutional limitation. Millage may be levied above the cap for up to a two-year period, but must be approved by referendum (a vote of the people affected). County governments may levy up to an additional 10 mills in all or part of the unincorporated area of the county for municipal purposes.

According to a recent Florida Advisory Council on Intergovernmental Relations (ACIR) report (A Profile of Florida Municipal and County Revenues), the property tax is likely to remain a significant source of revenue to local government for the following reasons: large revenue generating potential; easily adjustable rates; relatively stable source of revenue; virtually impossible to evade or avoid; the only local tax not constitutionally preempted to the state; deductible from federal income taxes; not earmarked for particular expenditure categories; and not linked to consumption of goods and services. On the other hand, the same study also points out several reasons for the property tax to be viewed as relatively unpopular. Some of the reasons include: the property tax is regressive in relation to current income, and thus has the potential to be a serious burden on fixed- and low-income families; property taxes impose a levy on unrealized capital gains, particularly in residential properties; for many taxpayers, the property tax is a highly visible, large lump-sum annual payment; the influence of inflation and speculation on local property values; and the problems associated with assessment of property value.

During the fiscal year ending September 30, 1988, the Florida Comptroller in the annual Florida Local Government Financial Report reported that cities raised slightly more than $970 million in property taxes, or approximately 16 percent of total city revenue. During the same period, counties raised $2.4 billion in property taxes.

The **municipal utility tax** is another powerful local government revenue source. This tax may be levied by cities (or specific charter counties whose charters authorize the levy of this tax) on certain utility services and collected by the utility provider, even if the provider is the local government itself. The tax is incorporated into the utility bill and is considered to be relatively less unpopular since it is based on relative consumption and paid in small portions on a monthly basis. According to Florida law, this tax can be levied on the purchase of electricity, telephone and telegraph, water, and heating fuels at a rate not to exceed 10 percent. During fiscal year 1987-88, cities in Florida collected $382.7 million in municipal utility taxes, representing 6.5 percent of all city revenues. Approximately $77 million in utility taxes were collected by counties in the same year.

Franchise fees generate revenue in much the same way as the utility tax; however, it is a fee which is usually levied on a company or utility for the privilege of doing business within the local government's jurisdiction and/or for using rights-of-way to transact their business. According to a 1987 Florida League of Cities' survey, franchise fees are levied on electricity, telephone (1 percent maximum), water, sewer, natural gas, cable television (5 percent maximum), solid waste collection, taxis, marinas, mass transit and golf courses. Except where noted above, these fees are generally levied at rates up to 6 percent of gross billings.

User fees or charges for services are defined by the Florida Comptroller as "voluntary payments based on direct, measurable consumption of publicly provided goods and services." These revenues, by far, are the single largest category of city revenues for the majority of Florida's cities. They account for approximately 40 percent of the average city government budget. In contrast, user fees account for approximately 28 percent of county government revenues on a statewide basis. User fees are derived from charges for water, wastewater, natural gas, electricity, mass transit, garbage collection, recreation, building inspections, public transportation and a variety of other sources. For some services, fees are charged at rates below actual cost and are partially offset by taxes. This is necessary for some services such as public transportation and recreation so that low-income residents are not excluded due to high prices.

Intergovernmental revenue is often referred to as "revenue sharing." These revenues are collected by one government and shared with other governmental units. Due to the steady decline of federal grant-in-aid programs over the past several years, as well as the elimination of federal General Revenue Sharing in 1986, state-shared revenue programs have become the most important intergovernmental revenue source. Revenue sharing is primarily funded from various state sources, including: gas tax, cigarette tax and the Intangibles Tax. According to the Florida Advisory Council on Intergovernmental Relations (ACIR), a research arm of the state Legislature, some of the advantages of this source of revenue are: certain taxes are more efficiently collected at the state level from an administrative perspective; local governments can take advantage of the greater revenue-generating capacity of the state; they provide a form of aid that is aimed at redressing the differing fiscal capacities and needs of local government; and they provide compensation for state restrictions on local government revenue-raising capacity or offset the fiscal impact of state mandates (or required programs). Some disadvantages of intergovernmental revenue, as seen from the local governments' perspective, include: the requirement to meet specific conditions in order to receive such monies; and the requirement to spend these appropriations on specific purposes. Inflation tends to reduce the spending power of these monies over time.

Local option taxes are taxes that local governments are granted permission by the state to levy, under certain conditions (such as a majority vote of the Commission or by a vote of the people, that is, a referendum) and with certain stipulations (such as a requirement that the tax proceeds must be shared with other local governments in the jurisdiction, per an established formula). With the exception of the municipal resort tax, which was available to only a handful of cities in Dade and Broward counties beginning in the late-1960s, cities in general do not have specific authority to levy local option taxes within their jurisdictions.

Generally, only counties have specific authority to levy local option taxes within their jurisdictions. There are currently seven local option taxes in Florida: the Local Option One-Cent Infrastructure Sales Surtax, the Charter County Transit System Surtax, the Indigent Health Care Surtax, the Six-Cent Gas Tax, the One-Cent Voted Gas Tax, the Tourist Development Tax and the Convention Development Tax. The One-Cent Infrastructure Surtax, by law, can only be spent on infrastructure (defined by statute as: "any fixed capital expenditure or fixed capital costs associated with the construction, reconstruction or improvement of public facilities which have a life expectancy of five or more years and any land acquisition, land improvement, design and engineering cost related thereto"). The Six-Cent Gas Tax may only be expended on transportation-related expenditures. Some cities and all counties may levy these two local option taxes, upon a successful referendum. The proceeds must be shared with other general purpose local governments in the respective jurisdiction, per a prescribed formula. The other local option taxes may be levied by all 67 counties, but not by cities.

According to Florida law, the governing body of a local government may levy, by appropriate ordinance or resolution, an **occupational license tax**, which is paid for the privilege of engaging in or managing any business, profession or occupation within the jurisdiction of the city or county government. The occupational license tax is designed specifically to raise revenues and should not be confused with business regulatory fees. This tax represents a minor revenue source and, in 1988, represented only 1 percent of all revenues for local government during fiscal year 1987-88.

The **fines and forfeitures** revenue category includes receipts from fines and penalties imposed for the commission of statutory offenses, the violation of lawful administrative rules or the neglect of official duty. Fines include: court fines, library fines, pollution control violations and violations of local ordinances. Forfeitures include: revenues resulting from confiscation of deposits or bonds held as performance guarantees, and proceeds from the sale of contraband property seized by law enforcement agencies. Revenues from fines and forfeitures are usually lower than many people expect. In recent years, this category has represented only about 1.1 percent of total city revenues and approximately 2 percent of total county revenues.

Revenues derived from the investment of cash receipts and idle funds are an important, yet often overlooked, source of local government revenue. Many local governments are recognizing the importance of establishing effective cash management/treasury programs and are restructuring their governmental operation to accelerate revenues, promote aggressive revenue collections and maximize their cash flow. **Investment income** has accounted for approximately 5.7 percent of all city revenues and approximately 7 percent of all county revenues in recent years.

The **contributions and donations** revenue category is comprised of various sources, primarily gifts, pledges, bequests or grants from non-governmental entities. Due to the nature of this category, revenue derived from these sources can fluctuate greatly from one year to the next.

Miscellaneous revenue includes a variety of lesser important sources, such as permit fees, non-occupational license fees, rents, royalties, special assessments, the sale of assets, insurance compensation, etc.

VOCABULARY:

ad valorem (property) tax - a local government tax based on the value of real and personal property; the term "ad valorem" means "according to the value of."

contributions and donations - a local government revenue category usually comprised of gifts, pledges, bequests or grants from various non-governmental entities.

fee - a charge in money that is imposed upon users of a particular governmental service (such as a user's fee), upon developers (such as an impact fee) or upon private parties for the right to conduct certain businesses within an area (such as an franchise fee).

fines and forfeitures - receipts from fines and penalties that are imposed for the commission of statutory offenses, the violation of lawful administrative rules or the regulations, and for neglect of official duty.

franchise fee - a fee levied on a company or utility for the privilege of doing business within the jurisdiction of a particular local government and/or for using city or county rights-of-way to transact their business.

impact fees - fees charged by local governments against developers as a total or partial reimbursement for the cost of providing additional facilities or services needed as a result of new development (e.g., wider roads, new sewers, etc.).

intergovernmental revenue - often referred to as "revenue sharing," is revenue collected by one government and shared with other governmental units.

investment income - local government revenue derived from the investment of cash receipts and idle funds.

local option taxes - taxes which local governments are granted permission by the state to levy, under certain conditions (such as a majority vote of the Commission or a vote of the people, that is, a referendum) and with certain stipulations (such as a requirement that the tax proceeds must be shared with other local governments in the jurisdiction, per an established formula).

miscellaneous revenue - minor local government revenue sources, such as permit fees, non-occupational license fees, rents, royalties, special assessments, the sale of assets and insurance compensation.

occupational license tax - a tax based on the privilege of engaging in or managing any business, profession or occupation within the jurisdiction of a particular local government.

tax - a charge in money that is imposed by the government on individuals, organizations or property to raise revenue for the operation of government and the provision of services (as contrasted with the definition of "fee" above).

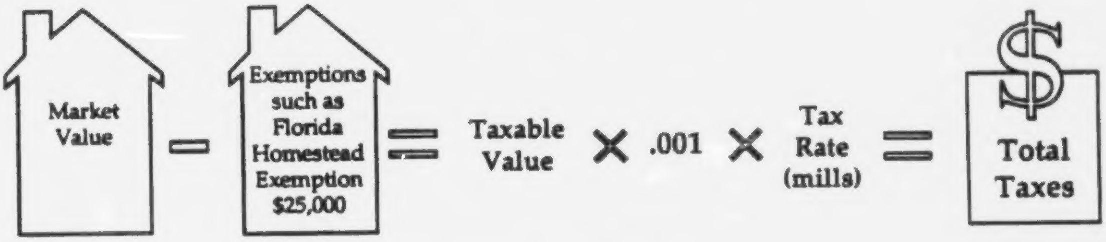
user fees - "charges for services"; voluntary payments based on direct, measurable consumption of publicly provided goods and services such as water, wastewater, natural gas, electricity, mass transit, garbage collection, recreation, building inspections and public transportation.

utility tax - a tax levied by a local government agency on specific utility services and collected by the utility provider.

Activity #1, "Computing Ad Valorem Property Taxes"

Property taxes for residential property are based on the value of real estate, which includes the land, buildings and improvements (the "assessed value"). Each year, the county Property Appraiser determines the total value of each parcel of property based on its fair market value. Some Florida residents are entitled to exemptions on the value of their property. After subtracting from the **assessed value** all lawful exemptions, such as: homestead = $25,000, widow = $500, widower = $500 and disability = $500, the remaining value is called the "taxable value." The property tax is calculated by multiplying the **taxable value** of the property by .001, and then multiplying this figure by the rate of taxation, referred to as "mills" or "millage rate." One mill is equal to $1 per $1,000 of taxable value.

Review the example below on how to compute ad valorem property taxes and then work the cases listed on the next page to determine how much tax each homeowner has to pay. (Note: These examples do not include consideration of the millage rate for school board districts and applicable special taxing districts, which would also be included in a real property tax bill). An Answer Key is provided.



Example:

$65,000 - $25,000 = $40,000 X .001 X 5 mills = $200

1. Case #1

Your house is valued at $76,000 by the county Property Appraiser. You are entitled to the standard homestead exemption, as well as the disability exemption due to a war injury. You live in the city. Your city government's millage is 8 mills, while your county government's millage rate is 9 mills. How much total ad valorem property taxes do you owe the city and county government this year?

2. Case #2

You are a widow who owns a townhouse which has been appraised by the county Property Appraiser at a value of $51,000. You are entitled to the standard homestead exemption, as well as the widow's exemption. You live in the city. Your city government's millage rate this year is 10 mills, while your county government's millage rate is 7 mills. How much total ad valorem property taxes do you owe the city and county government this year?

3. Case #3

You are a disabled widow who has lived in Florida for 45 years. Your home is presently assessed by the county Property Appraiser at a value of $95,000. You are entitled to the standard homestead exemption, as well as the disability and widow's exemptions. You live in the city. Your city government's millage is 8.5 mills while the county government's millage rate is 10 mills. How much total ad valorem property taxes do you owe the city and county government this year?

Answer Key, Activity #1

Case #1 -

$76,000 - $25,500 = $50,500 X .001 X 17 = $ 858.50

Case #2 -

$51,000 - $25,500 = $26,000 X .001 X 17 = $ 433.50

Case #3 -

$95,000 - 26,000 = $69,000 X .001 X 18.5 = $1,276.50

Activity #2, "Applying the Test of a Good Tax"

A "good tax" has the following characteristics:

1) the rate of the tax and how it is to be paid is clear and certain;

2) the method of payment and collection is convenient and easy;

3) the cost of collecting the tax is low;

4) the tax is fair and treats all people the same; and

5) the tax is flexible to the economic conditions which exist at the time it is collected. In good economic times the tax should collect more revenue and in hard economic times it should collect less.

Apply the test of a "good tax" to each of the following tax sources for local government:

Ad Valorem Property Tax

1)____________________

2)____________________

3)____________________

4)____________________

5)____________________

Municipal Utility Tax

1)____________________

2)____________________

3)____________________

4)____________________

5)____________________

Franchise Fees

1)____________________

2)____________________

3)____________________

4)____________________

5)____________________

User Fees

1)____________________

2)____________________

3)____________________

4)____________________

5)____________________

Intergovernmental Revenue

1)____________________

2)____________________

3)____________________

4)____________________

5)____________________

Occupational License Tax

1)____________________

2)____________________

3)____________________

4)____________________

5)____________________

Based on your findings, rate each of the taxes from this exercise, using the rating scale below. One (1) would be a "poor tax," while a five (5) would be an "excellent tax."

1	2	3	4	5
POOR				**EXCELLENT**

Consider the following:

- Why are some taxes considered fairer than others? How would you define fairness?
- Which of the six taxes did you assign the lowest rating? Why was this so? Can you make any suggestions of possible changes in the tax which would make it a "good tax?"
- What other suggestions can you make for raising revenue in your city or county?

Unit 3 - Lesson 2

"City and County Government Expenditures"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

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"City and County Government Expenditures"

RATIONALE:

Monies spent by city and county governments normally cover a wide variety of areas. Approved by local elected officials, the specific expenditure areas for local governments are largely dependent upon the desired needs and demands of citizens for certain types and levels of service. Although city and county government budget structures and expenses vary, a basic overview of the general expenditure categories, including their basic components, is an important aspect of understanding the decisions that must be made in local government financing.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. name the 12 general expenditure categories used by Florida city and county governments, listing examples of the basic expense items included in such categories; and

2. use the five-step economic reasoning process to analyze and research a decision on how monies should be appropriated in a hypothetical budget situation.

MATERIALS AND RESOURCES:

1. Illustration #1, "City Government Expenditure Categories, Fiscal Year 1987-88, As A Percentage of Total Expenditures," and Illustration #2, "County Government Expenditure Categories, Fiscal Year 1987-88, As A Percentage of Total Expenditures".

2. Activity #1, "Local Government Budget Scenario," and "Budget Analysis Worksheet."

3. Optional: "A Look At Your City and County Governments," budget and major revenue sources sections, Appendix D of this handbook.

BACKGROUND INFORMATION:

(Source: The Florida League of Cities and Florida TaxWatch 1989, 17-20. Portions reprinted with permission.)

Although every city and county government's budget structure/expenditure categories will vary, the expenditure categories addressed in this lesson were selected from specific expenditure groups and subgroups as reported in the Florida Local Government Financial

Report for Fiscal Year 1987-88. This report, prepared by the Florida Comptroller's Office, Bureau of Local Government Finance, is a compilation of the annual financial report required from every city and county government in Florida. It may be helpful to tie this lesson back to Unit 2 on Local Government Services, since citizen demands for services play a large part in determining the types and amounts of the individual expenditure categories, as do the available revenues (see Lesson 1 of this unit).

The **General Government** expenditure category includes the legislative and administrative functions of the local government. This includes total expenses for elected officials, the City or County Manager, the City Clerk, finance, administration, legal counsel, comprehensive planning, elections and insurance.

The **Judicial** expenditure category applies only to county government. It includes the county and circuit court system (with expenses related to the Clerk of the Court), the Public Defender, the Court Reporter and the eight divisions of court (juvenile court, child support, divorce, probate, etc.), and a portion of the Sheriff's Office.

The **Law Enforcement** category is the largest single expenditure area for Florida's cities and counties, and it has shown sizable increases for the past several years. With Florida's growing population and increases in crime, this trend is expected to continue. Statewide in fiscal year 1987-88, cities expended $863.8 million for the operation of their Police Departments, while county Sheriff Departments expended $805.8 million and an additional $406.2 million for jail facilities.

The **Fire Control** category includes all expenses associated with fire prevention services, Fire Departments and contractual payments to other entities for fire fighting services. (See Unit 6, Lesson 3, "Public Safety at the Local Government Level," for more information on the local government public safety services funded under the Law Enforcement and Fire Control expenditure categories.)

The **Utilities** expenditure category refers to basic user fee services associated with enterprise fund operations (operated like a business) of water, sewer, electric and natural gas. Traditionally, utilities are one of the larger portions in most cities' budgets, but are generally not a significant item in county budgets.

Three components fall under the expenditure category of **Solid Waste:** collection, disposal and recycling. The "collection" aspect can take several forms. Many years ago, backdoor collection was the primary method used for solid waste collection. As personnel costs steadily grew over time, local governments were forced to find cheaper and more cost-efficient methods. Today, the majority of cities and counties use curbside collection, or they contract with a private contractor to perform all or part of the operation. Solid waste "disposal" has become increasingly complex and expensive in recent years, following the passage of numerous state and federal environmental laws. Due to these actions, virtually all cities have gotten out of the landfill business, leaving this function to be performed by counties or independent districts that operate from larger tax or population bases. While "recycling," or reclamation of discarded goods, has been used for many years, it was not until the passage of the Solid Waste Management Act in 1988 that it emerged as a major component of solid waste management. (See Unit 6, Lesson 2, "Solid Waste Management Management at the Local Government Level," for more information on this local government service area.)

The construction, maintenance and improvement of the road and street network is the most expensive area of the various transportation expenditures (other transportation-related expenses are addressed in Miscellaneous Expenses). Specific expense areas associated with the **Roads and Streets** expenditure category include: roadway and right-of-way operations and maintenance, roadway and right-of-way drainage, street lighting, traffic signs and signals, pavement markings, traffic engineering, and bridge maintenance. Road responsibilities are assigned by the State of Florida through a system termed "functional classification." The functional classification system specifies that cities shall be responsible for the city street network (local residential streets and short-distance connecting roads) and that counties shall be responsible for local streets outside the city limits (the unincorporated area) and collector roads into and through the city (the incorporated area). These responsibilities do not include roads which are part of the state highway system, even though they may fall within the county or city boundaries. (See Unit 6, Lesson 4, Transportation at the Local Government Level," for more information on this local government service area.)

The **Stormwater and Environmental** expenditure category includes the master drainage system, flood control and environmentally-related expenses incurred by the city or county government. It does not, however, include costs associated with stormwater runoff attributable to roads and streets, nor roadside drainage. Stormwater-related functions were traditionally handled as a general government service funded through the city's or county's general fund. In the past few years, some local governments have established the stormwater function as a full-fledged utility operation.

The **Economic Improvement** expenditure category is a collection of related services associated with developing and improving the economic condition of the city or county government and their residents. It includes such programs as employment training, downtown development/redevelopment, industrial development and housing. These expenses are related to only those programs directly served by the city or county government and excludes those performed by independent districts and authorities, which are often located within and named after the city or county.

The **Human Services** expenditure category pertains to those costs associated with the provision for the care, treatment and control of human illness, injury or handicap; and for the welfare of the city or county and their residents. This category includes: all costs to operate hospitals, health and rehabilitation, diagnosis and treatment of mental illnesses, and economic assistance to the indigent. The function of human service assistance is primarily funded and administered by county governments (as a function of state government) and by independent authorities and districts. This category was severely impacted by the elimination of the federal General Revenue Sharing (GRS) program in October 1986.

The **Culture and Recreation** category combines expenditures for libraries, parks, recreation, cultural services, special events and special recreation facilities. Historically, over half of these expenditures statewide have been for recreational activities and facilities.

Debt Service is shown as a separate category due to the reporting requirements of the Florida Comptroller's Local Government Financial Report. This category reflects those funds expended toward principal, interest and various handling fees associated with the long-term debt of municipal or county bond issues. The four basic issues are: general obligation (G.O.) bonds, revenue bonds, general revenue bonds and special tax bonds. G.O. bonds are also known as "full faith and credit bonds." Since the power to levy and collect property taxes provides the basic security to these bonds, they require voter approval to issue them. G.O. bonds are typically used to finance general-purpose public buildings, roads and criminal justice facilities. Revenue bonds are obligations in which repayment of the debt service is entirely from user fees of an enterprise operation (operated like a business), such as water, wastewater, electric, parking garages, civic centers, stadiums and airports. A general revenue bond is a cross between a G.O. and a revenue bond. Like a revenue bond, it does not require a referendum yet, like a G.O. bond, it has the full faith and credit of a specific or a percentage of all general fund, non-ad valorem revenues. The special tax bond, like G.O. bonds, is often used for general government purposes. Special tax bonds are payable from a specifically pledged tax, usually a local option sales tax or tourist tax.

The **Miscellaneous Expenses** expenditure category consists primarily of smaller budget functions or those which are not widely used by a significant number of city or county governments. These include: airports, port facilities, commercial docks, mass transit systems, traffic flow enhancement services, parking facilities and miscellaneous general government services not itemized within that category.

Study the two illustrations that follow concerning city and county government expenditures. Consider why certain categories are so large (Utilities - growing population), why others are growing (Law Enforcement - increased crime) or may increase in the future (Solid Waste - requirements of Solid Waste Management Act of 1988). It is important to realize that the establishment of these expenditures is largely based on citizen needs and demands for certain types and amounts of services, balanced by the available revenues, state and federal requirements, and obligations such as bond issues, personnel payroll/benefits, etc.

For comparison purposes, consider why the county statewide expenditure percentages vary extensively from those of the cities, particularly in such areas as Human Services. A possible reason could be the fact that counties, unlike cities, must provide certain state services as a subdivision of the state. In other expenditure categories, such as Law Enforcement, city and county government expenditure percentages are very similar. This could be due to increasing crime throughout Florida and the fact that law enforcement is a basic service of both cities and counties.

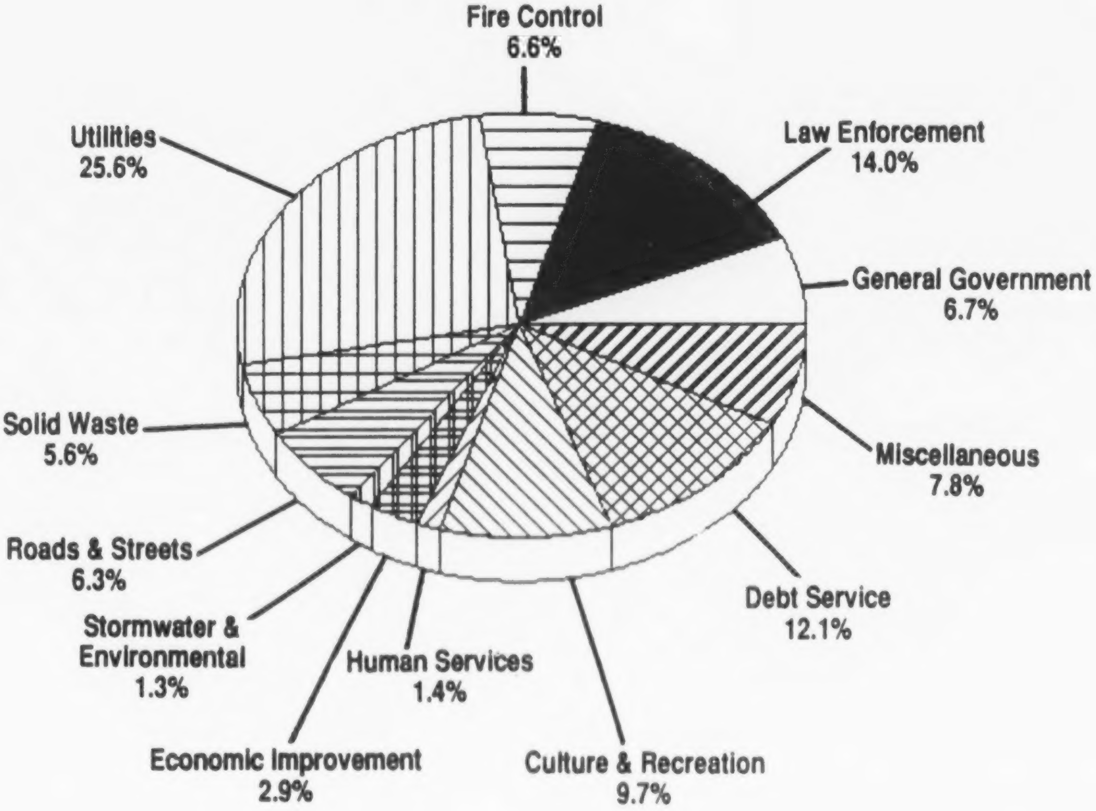
Consider the following questions in light of local government expenditure decisions:

- Why do cities need a "record keeper" like the City Clerk?

- Do cities and counties need an Administrator or Manager?
- How much law enforcement or fire protection is necessary?
- Is recreation a luxury or something necessary to our health and quality of life? Should it be provided by the city, by the county, by the private sector or through a combination?
- Do we need to provide public libraries? Can citizens obtain their reading materials through private sources as readily and cheaply?
- Should city and county governments provide museums, art galleries or other cultural facilities?
- Should citizens of the city and county fund incentives to stimulate private business, i.e. economic development? Why or why not?
- Should city and county government offer options for garbage pick-up, such as backdoor and curbside, even though one may be more costly?
- In the face of limited funds, is it fair to reduce expenditures for items needed by a particular population, such as the aged (for example, recreational center programs) or the poor (for example, housing "fix up" programs)?
- Should the city and county government be responsive to the homeless and provide adequate shelter on a regular basis?
- What part can citizens play in influencing their local government's expenditure choices?

Illustration #1, "City Government Expenditure Categories, Fiscal Year 1987-88, As a Percentage of Total Expenditures." *

(Source: Compiled by the Florida League of Cities from Florida Comptroller's Florida Local Government Financial Report, FY 1987-88.)



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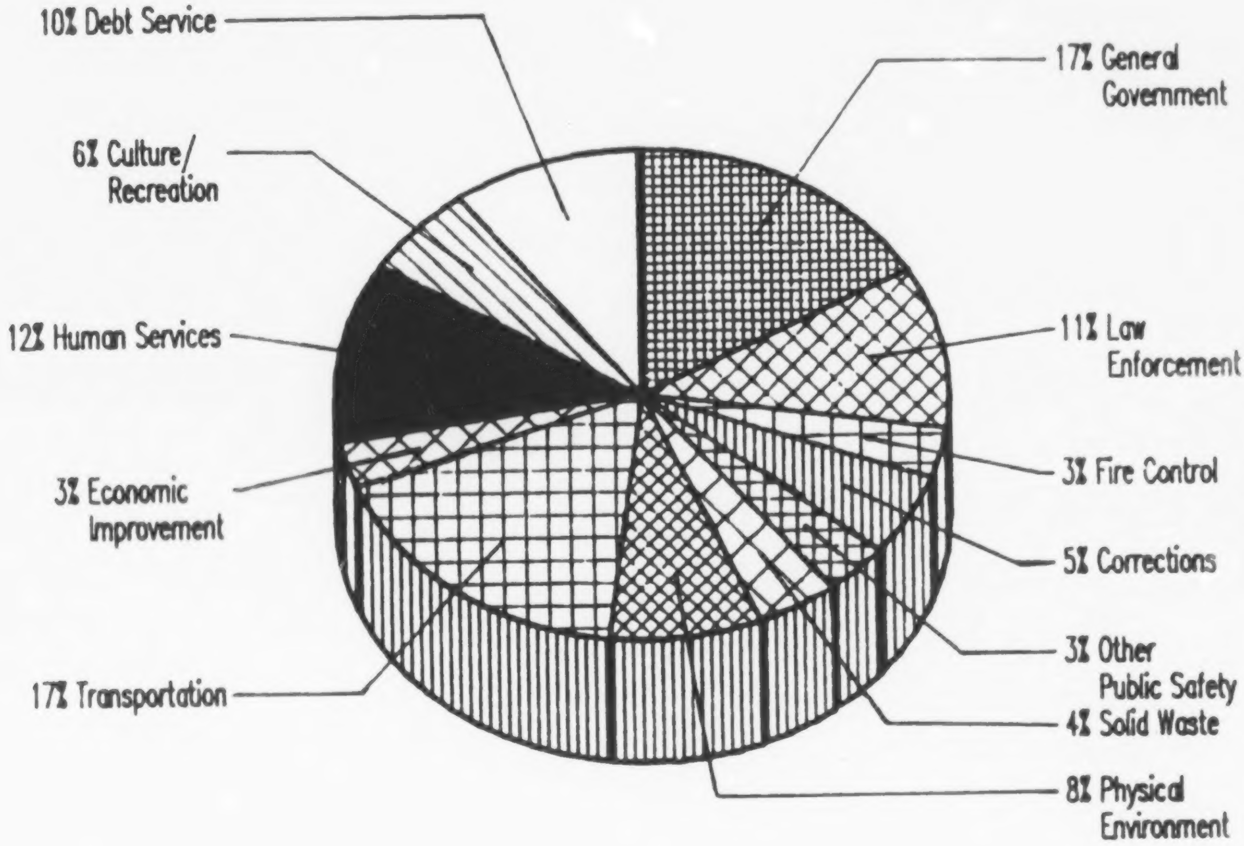
* Since these numbers are a collective of all Florida cities, they can be construed as simple averages. They are not intended to be recommended as rule-of-thumb expenditure proportions.

Illustration #2, "County Government Expenditure Categories, Fiscal Year 1987-88, As a Percentage of Total Expenditures." *

(Source: Compiled by the Florida Advisory Council on Intergovernmental Relations from Florida Comptroller's Florida Local Government Financial Report, FY 1987-88.)



* Total percentage does not equal 100 percent due to rounding.

Activity #1, "Local Government Budget Scenario"

"If you were a City Councilmember or a County Commissioner and had to make a decision on how to spend money, what steps would you take to ensure that your decision was a wise one?" The following five steps can be taken, using economic reasoning, to reach a well thought out decision:

1) Define the problem.

2) List alternative solutions.

3) Establish criteria to compare the alternatives.

4) Evaluate the alternatives (cost-benefit analysis).

5) Make a decision.

Read the fictitious scenario that follows and, using the Budget Analysis Worksheet, follow the five-step economic reasoning process to determine how the city's budget of $1.5 million should be allocated. There is no "right" budget allocation since individuals, like the members of the Council or Commission, may have different sets of priorities with respect to the goals and needs of the community.

You are a member of the City Council in a city of 8,000 people (or a County Commissioner from a county of 26,000 people). Over the last eight years, the city (or county) has experienced a population growth of about 20 percent. In order to provide the needed additional services, it has been necessary to increase the property tax rate for the past two years. Citizens are becoming angry about continuing increases.

The funds for the most urgent items in the budget for the forthcoming year have already been appropriated. There is approximately $1.5 million left to allocate. Various citizen groups have urged the Council (or Commission) to approve the following 10 important programs:

Program 1

Several areas of the community are low-lying and experience flooding whenever it rains heavily for a period of time. Homeowners and businesses in these sections are demanding that adequate drainage ditches and holding ponds be provided to detain the stormwater runoff until it has time to be absorbed into the ground. Cost of building the drainage ditches and ponds: $150,000.

Program 2

The local high school has experienced increases in the use of drugs, including alcohol, by students. It is believed this has contributed to increased absenteeism, drop outs and vandalism. The counseling office is overwhelmed and has requested that a law enforcement liaison program be established with the area schools to educate students against the use of drugs, to coordinate with school staff and to take preventative steps to develop a positive working relationship with students. Cost for a school liaison law enforcement officer: $35,000.

Program 3

Numerous complaints have been received about the lack of parking in the downtown area. Downtown business owners are threatening to move to area malls if the situation does not improve. A recent parking study indicated that changing the street-side parking spaces from horizontal to angled spaces with meters and adding a 150-space parking lot would meet the downtown parking needs for the next five years. A city-owned piece of ground is available for the parking lot, but would require removal of a former library building in need of repair. Cost for removal of the building, construction of the parking lot, realignment of the street parking spaces and the addition of parking meters: $200,000.

Program 4

The local arts community has been using the old library building for its programs under a renewable lease agreement. For several years, they have been pushing for renovation of the building for use as a community arts center, claiming that all ages would benefit from the expanded art, dance and musical programs that could be offered. This is the same building located on the downtown property targeted for a parking lot. Cost of renovating the center: $450,000.

Program 5

There have been increases in the number of fires served by the Fire Department. These have resulted in extensive property damage and several severe injuries. The Fire Chief has stated that he is understaffed and in need of more up-to-date equipment to meet these added demands. He has expressed concern that he might not be able to respond readily to a particular fire, should his resources be stretched thin at a given moment. Cost of additional fire personnel and equipment: $350,000.

Program 6

One section of the community has developed very rapidly, and sewer lines are at capacity. Citizens are complaining about the unpleasant odors, and many think a satellite treatment plant is needed. Federal funds are available, on loan, for initially building the plant, but the community will have to pay for its operation. Cost of one year's operation of a treatment plant: $600,000.

Program 7

In several poorer neighborhoods, the houses are in need of general repair (wiring, plumbing, carpentry work, roofing, etc.) to make them safer and more livable. Some citizens have recommended that a housing "fix up" program be established using volunteers, with the city (or county) government providing the cost of materials. Cost to provide materials for a one year housing "fix up" program: $50,000.

Program 8

Several heavily traveled roads have been targeted for improvement, including lane widening and resurfacing. Such improvements will result in decreased traffic congestion, safer road conditions and improved wear and tear on the citizen's automobiles. Cost for targeted road widening and resurfacing: $600,000.

Program 9

The state has required, by law, a recycling program, which will reduce trash disposal in the landfill by 20 percent within the next five years. Faced with stricter state and federal guidelines concerning landfills and a current landfill almost at capacity, this appears to be a viable alternative. Cost for implementing the recycling program in its first year: $100,000.

Project 10

City (or county) government employees are feeling the pinch of the rising cost of living. They are demanding a 10 percent raise. Estimated cost of the employee pay raise for the first year: $200,000.

ESTIMATED TOTAL COST OF ALL PROGRAMS...$ 2,735,000

You have been a good Councilmember or Commissioner--one who tries to study the issues and is concerned about the welfare of all the members of your community. You would also like to be re-elected. Which combination of programs totalling approximately $1,500,000 do you think is the best alternative for the community? Use the "Budget Analysis Worksheet" on the reverse side as a guide while making your decision.

"Budget Analysis Worksheet," Activity #1

Step 1: Define the problem. (Why does a choice have to be made?)

Step 2: List alternative solutions. (What are some possible choices?)

Step 3: Establish criteria to compare the alternatives. (How will the alternatives be evaluated?)

Step 4: Evaluate the alternatives. (How good is each alternative?)

Step 5: Make a decision. (Which alternative is best and why?)

Unit 3 - Lesson 3

"City and County Government Budgets"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"City and County Government Budgets"

RATIONALE:

A budget is a management tool used to anticipate and plan local government revenues and expenditures. This written policy allocates projected city or county government revenues to program priorities during a given fiscal year. It is developed through the combined efforts of governmental staff, citizens, and city or county government officials.

The specific budget process will vary among Florida local governments, depending upon their size, the types of services provided, projected needs for maintaining and/or expanding services, and revenues available. However, developing an understanding of the three basic approaches used to develop a budget and the process involved is important in enabling residents to participate in their city and county government.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: appropriation, budget, capital budget, fiscal year, line item budgeting, operating budget, program budgeting, zero base budgeting and Truth in Millage Act (TRIM); and

2. summarize the basic steps of the local government budget development process within the framework of a typical budget calendar.

MATERIALS AND RESOURCES:

1. Illustration #1, "Sample TRIM Notice."

2. Optional: "Getting to Know Your City and County Governments," budget and major revenue sources sections, Appendix D of this handbook.

BACKGROUND INFORMATION:

(Source: The Florida League of Cities and Florida TaxWatch, Inc. 1989, 5-8. Portions reprinted with permission.)

A budget is a management tool used to anticipate and plan local government revenues and expenditures which, by Florida law, must be balanced. This written policy allocates projected city or county government revenues to program priorities during a given fiscal year. It is developed through the combined efforts of governmental staff, citizens, and city or county government officials.

A city or county **operating budget** addresses projected revenues and operating expenditures (see Lessons #1 and 2 in this unit) for a given fiscal (not calendar) year. Development of an operating budget generally uses one, or a combination, of the following three approaches: line item budgeting, program budgeting or zero base budgeting.

Line item budgeting (also called traditional or incremental budgeting) is the simplest and most common budget development method. This process uses individual expenditure categories, such as the various types of salaries, fringe benefits, goods, services, and operation and maintenance costs incurred by a governmental entity. It is useful as an accounting control; however, it is not useful in management planning because its focus is at such a detailed level.

Program budgeting is designed to fund the total cost of goals established by the elected officials. This approach provides opportunities to prioritize and select among various programs and service alternatives.

Zero base budgeting essentially builds the annual spending plan from scratch. Programs or services are ranked in priority order on the basis of how effectively and efficiently each accomplished the city or county government's goals and objectives. The lowest ranked may be eliminated, funded at a lower level, or redirected to a program or service that better reflects the stated goals.

In addition to the operating budget, city or county officials must consider a **capital budget**. A capital budget reflects the budget year expenditures required to implement the local government's capital program. The capital program is usually a five- to seven-year plan outlining, in priority, the city's or county's necessary capital improvements (road resurfacing, construction of new fire stations, and other construction or public works projects) and the method of financing. Once the capital program has been established, projects move forward each year for consideration in the capital budget.

An important consideration in the budgeting process is the recognition of the additional operating costs associated with the completion of a capital project. For example, additional personnel (staffing) costs must be reflected in the operating budget if a new fire station is funded and to be completed under that year's capital budget.

The specific budget development process will vary among Florida cities and counties, depending upon their size, types of services provided, projected needs for maintaining and/or expanding services, and revenues available. However, the process generally contains certain steps, guided by a **budget calendar**.

A typical calendar and budget process is outlined below:

January - March

- development of guiding policies by city or county government officials
- development of a budget calendar

- preparation of revenue estimates for the upcoming fiscal year (see Lesson #1 in this unit)

April - July

- submission of funding requests (based on desired level of service) by each city or county department
- budget workshops (public discussions of needs), involving the elected officials, budget staff, city or county department personnel, and citizens
- development of a tentative budget (tentative spending plan), i.e. a prioritization of needs/planned expenditures (see Lesson #2 in this unit) within the range of revenues projected to be available

August - September

- advertisement to the taxpayers of the proposed budget and property tax rate (millage rate)
- formal public hearings (open to everyone) on tentative budget and millage rate
- formal adoption by elected officials of the final budget and millage rate at public hearing

October 1st and beyond

- budget implementation
- an analysis of prior year expenditures to determine the levels of service provided and how well needs were satisfied by such expenditures (post-audit review)

A major component of the budget process is the setting of the ad valorem tax millage (see Lesson #1 of this unit) necessary to raise the required property tax revenues for the upcoming fiscal year. The setting of the millage involves a formal process, defined in the Florida Statutes, commonly referred to as **TRIM (Truth in Millage Act)**. The TRIM process requires a specific method of tax rate calculation, notice (printed form), advertisement and proceedings for public hearings. A sample TRIM notice can be found in Illustration #1.

The effect of TRIM is to inform taxpayers that their property taxes are changing (up or down) and why (the cause), and how the proposed new tax rate compares to the "rolled-back" rate (the rate of property tax required to raise the same tax revenues in the upcoming budget year as in the current year). If there is no increase in revenue requirements in the budget year, the proposed new tax rate (millage) will generally be lower than the current rate because of increased property assessments and the value of new construction being added to the tax roll (more property value in dollars upon which to mathematically compute the millage rate percentage).

Local governments are required by the state to have independent audits at the end of a budget fiscal year to review what that budget plan achieved. These audits are filed with the Florida Comptroller's Office.

VOCABULARY:

appropriation - revenues set aside for a particular expenditure purpose.

budget - a management tool used to anticipate and plan local government revenues and expenditures which, by Florida law, must be balanced.

capital budget - a five- to seven-year financial plan that reflects the budget year expenditures required to implement a city's or county's capital program (construction and public works projects) and the method for financing such projects.

fiscal year - a one year budget time period. For Florida cities and counties, the fiscal year runs from October 1 to September 30. In contrast, the state fiscal year runs from July 1 to June 30.

line item budgeting - a budget development process that uses individual expenditure categories, such as the various types of salaries, fringe benefits, goods, services, and operation and maintenance costs.

operating budget - an annual spending plan that uses projected revenues to fund city or county government operations for a given fiscal year.

program budgeting - a budget development process where various programs and service alternatives are selected and prioritized in order to fund the total cost of goals established by the city or county officials.

zero base budgeting - a budget development process where programs or services are ranked in priority order based on how effectively and efficiently each accomplished the local government's goals and objectives. Low-ranked programs or services may be eliminated, funded at a lower level, or redirected to another category that better reflects the city's or county's stated goals.

TRIM - the Florida Truth in Millage Act establishes a formal process whereby the ad valorem (property) tax millage is established during the local government budget process. The TRIM process requires a specific method of tax rate calculation, notice (printed form), and advertisement and proceedings for public hearings (Chapter 200, Florida Statutes).

Illustration #1, Sample Trim Notice

HOW TO READ YOUR TRIM NOTICE

NOTICE OF **PROPOSED** PROPERTY TAXES

DO NOT PAY
THIS IS NOT A BILL

EXAMPLE: Your taxes are proposed to rise $100 over last year. Why?

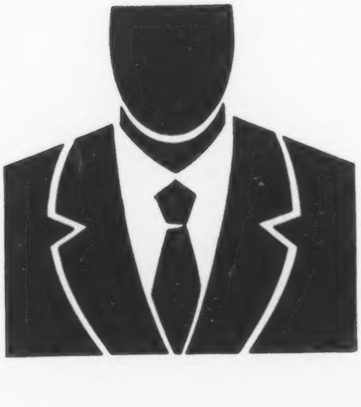
TAXING AUTHORITY	YOUR PROPERTY TAXES LAST YEAR	YOUR TAXES THIS YEAR IF PROPOSED BUDGET CHANGE IS MADE	A PUBLIC HEARING ON THE PROPOSED TAXES AND BUDGET WILL BE HELD	YOUR TAXES THIS YEAR IF NO BUDGET CHANGE IS MADE
County	$400	$500	Your county has proposed to up its tax rate by 1 mill to fund a budget increase. This is responsible for $50 of the tax hike —the difference between columns 2 and 3	$450
City	$250	$350		$315
School District	$330	$425		$385
Water Mgmt. District	$ 40	$ 50	The remaining $50 of the tax hike is because of the assessment increase on your property from $65,000 to $75,000 See below	$ 50
	COLUMN 1	COLUMN 2	•FOR DETAILS ON INDEPENDENT SPECIAL DISTRICTS AND VOTER APPROVED DEBT, CONTACT YOUR TAX COLLECTOR AT	COLUMN 3
	SEE REVERSE SIDE FOR EXPLANATION			SEE REVERSE SIDE FOR EXPLANATION

	ASSESSED VALUE	EXEMPTIONS	TAXABLE VALUE
• YOUR PROPERTY VALUE AS OF JANUARY 1	$75,000	$25,000	$50,000

• LAST YEAR'S ASSESSED VALUE **$65,000**

Unit 4 - Lesson 1

"Key Local Government Officials - Elected and Appointed"



Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"Key Local Government Officials - Elected and Appointed"

RATIONALE:

City and county governments have a certain degree of leeway in determining whether the key officials making up their governments will be elected or appointed. The Florida Constitution prescribes that the governing board, the Board of County Commission and the City Council, and the county officials (Clerk of the Circuit Court, Property Appraiser, Sheriff, Supervisor of Elections and Tax Collector) must be elected, unless specified otherwise by county charter or by special act (county officers only) approved by the voters. Some key official positions, by their very nature, are appointed, such as the City Manager or County Administrator. In this lesson, the reader becomes acquainted with, and learns the roles of, these key local government officials, and addresses the advantages and reasons for certain positions being elected or appointed.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: City Clerk, City Councilmember/City Commissioner, City/County Attorney, City Manager, Clerk of the Circuit Court, County Administrator, County Commissioner, Finance Director, Fire Chief, Mayor, Police Chief, Property Appraiser, Sheriff, Supervisor of Elections and Tax Collector; and

2. identify several reasons or advantages for certain key local government officials being elected or appointed.

MATERIALS AND RESOURCES:

1. Reading #1, "Elected and Appointed Key Local Government Officials - A Discussion," and Questions for Consideration.

2. Optional: Contact the Florida League of Cities for more details on the key city government officials contained in this lesson, as well as for information on other staff positions in city and county government.

BACKGROUND INFORMATION:

(Sources: Constitution of the State of Florida, as revised, 1969; Florida Statutes, as of the 1990 legislative session; Florida Association of Counties; Florida League of Cities; and Whitman Center for State and Local Government, The University of West Florida, 1987, revised 1989. Portions reprinted with permission.)

Key City Government Officials. Key city government officials include: Mayor, City Councilmember/City Commissioner, City Manager, City Clerk, Finance Director, Fire Chief, Police Chief and City Attorney. (Note: For clarification, some of these positions may also be found in county government--particularly the chartered counties--however they are more common to city government.)

Mayor. Formal qualifications for the office of Mayor may be specified in the individual charter. Typically, the sole stated qualification is that one be a qualified elector (voter) of the city. In some communities, a higher minimum age is required (such as age 21 or 25); otherwise, the only age requirement is that which is implicit in the qualified elector requirement (age 18). Other qualifications required by some cities include a requirement that one have been a resident of the city for some minimum period and a property ownership requirement.

The method of selection of the Mayor is specified in the city charter. It will be either by popular **election** of the city voters or by **appointment** of the City Council. In some cities, the Mayor is elected by popular vote for a two-year or four-year term; in others, the City Council elects one of its members as Mayor, usually on an annual, rotating basis. As a unique example, the Council of the City of Pensacola may appoint any citizen except the City Manager to be Mayor.

The office of Mayor has all the powers designated to it by the charter, or delegated to it by the Council, provided that these designated or delegated powers are not inconsistent with the charter or other prevailing authority (state and federal constitutions and laws). The Mayor must look to the charter and to specific delegations of authority by the Council for most of the position's formal powers; in addition, some powers and duties are assigned to Mayors by Florida law and by national law. In general, the Mayor should claim and should attempt to exercise only those powers for which explicit authorization is found in one or another of these sources.

The role of the Mayor varies widely from one city to another. At one extreme, the Mayor may be solely a ceremonial figure, there to play certain ceremonial roles but playing no part at all in policy-making and administration. At the other extreme, the office of Mayor may be designed (by charter provisions) as the chief executive position of the city, analogous to the President's role in national government; in this event, the Mayor will enjoy significant powers in both the legislative process and the administrative functions of the city government. In at least one Florida municipality, Sneads, the term Mayor is not used in its charter; however, the position of Council President assumes the general duties of a Mayor.

The Mayor may receive a salary and/or reimbursement of expenses, as provided by charter or by ordinance.

In general, the role of the Mayor and the relationship of the Mayor to the City Council is determined by the basic form of government used by the city. See Unit 1, Lesson 4, "Basic Forms of City and County Government," for a description of the different forms of city government and how Mayor-Councilmember configurations can vary.

City Councilmember. A City Councilmember is a member of the **elected** City Council which is the governing body responsible for the policy-making function of city government. Per Article VIII, Section 2(b), Florida Constitution, "each municipal legislative body shall be elective." City legislative bodies in Florida are titled Councils, Commissions, Boards of Aldermen or Boards of Trustees. The choice of title for the legislative body and corresponding key official has no legal significance; whether "Councilmember," "Commissioner," "Alderman" or "Trustee," the functions and powers are the same.

Members may be elected at-large or from districts. The number of Councilmembers varies from three to 19, with five being the most common number. In many Florida communities, the Mayor is recognized as the presiding officer of the Council, whether as a voting or non-voting member; in others, a City Councilmember is elected by the Council as its "president" and presiding officer.

In all cities, the charter sets the qualifications for its Councilmembers; they are quite similar to those for Mayor. Terms of office for Councilmembers are either two or four years. In some cities, all Council seats are elected simultaneously; in others, Council elections occur on a "staggered" basis. With two-year terms, all Council seats must be elected simultaneously. The staggered-term system serves to eliminate the possibility of an entirely new and inexperienced Council being elected at one time.

City Councilmembers may receive a salary and/or reimbursement of expenses, as provided by charter or ordinance.

A vacant Council position may be filled either by appointment or by special election. Rules concerning the filling of vacancies are usually contained in the city charter.

City Manager. The council-manager form of city government (established by charter) provides for a separation of legislative and executive powers. Legislative authority is vested in the Council, while a City Manager, **appointed** by the Council, serves as chief administrative officer. Depending on local preference, this management position may also be titled "Administrator." The choice of title has no significance in Florida law.

Specific duties performed by the City Manager are spelled out in the charter, however they may be very similar to those of the County Administrator, which are suggested by state statute. These duties include: carrying out city policy established by Council, supervising and coordinating the various city departments, appointing and removing department directors, preparing the operating and capital budgets for Council consideration, and making reports and recommendations to the Council.

City Clerk. The city charter should delineate the central duties and responsibilities of the City Clerk, a department director. These responsibilities generally include: the facilitation of Council meetings, taking and transcribing the minutes of Council meetings, and being responsible for all or most official records (records retention) and any archives program. Additional duties may be assigned by ordinance or by the Clerk's supervisor (Mayor or City Manager). These additional duties could include those of Treasurer (handling the collecting and investment of city monies), Purchasing Officer, Clerk to the city Board of Elections (to conduct city elections), and the issuance of licenses and permits as well as other administrative functions.

In most Florida Cities, the City Clerk is **appointed** by the City Council or by the City Manager. In some cities, one person is designated as both City Manager and City Clerk. In a handful of Florida communities, for example the City of Umatilla, the Office of Clerk is an **elective** office.

In many small Florida communities, the City Clerk functions as a general city administrator. In such a city, with a part-time Mayor and no City Manager, the City Clerk is chief administrative officer. In addition to previously mentioned duties, therefore, the clerk would administer the personnel ordinance, prepare the city budget, interview and recommend candidates for employment, process citizens' complaints, and make recommendations to the Council on various matters affecting the city. For this reason, the position of City Clerk is of particular importance in those Florida cities which have neither a strong Mayor nor a City Manager.

Finance Director. A city Finance Director organizes and coordinates the fiscal administration of the city. The Finance Director is **appointed**. Duties of the Finance Director include: receiving, recording and depositing funds to various city accounts; participating in the preparation of the annual citywide budget; planning and directing the central accounting system; supervising and/or preparing financial reports and records; administering various insurance policies; investing idle funds; and exercising supervision over special funds. The functions of the collection and investment of city monies may be handled by a separate Treasurer position in larger cities.

Fire Chief. The Fire Chief is a city department director with responsibility for overseeing the firefighting, inspections, rescue, training and other activities necessary to the provision of fire services to the public. The Fire Chief is **appointed** by the City Council or City Manager.

Police Chief. The Police Chief is a department director with responsibility for overseeing the operations of a city law enforcement agency, including patrol, detective, criminal intelligence, identification, communications and other related activities. The Police Chief is generally **appointed** by the City Council or the City Manager. In some few cases, such as the City of Marianna, the Police Chief may be **elected**.

City Attorney. In most cities in Florida, the Council **appoints** a City Attorney for legal counsel. An Attorney may be a full-time employee, a part-time employee or may be hired on a retainer, working on a case-by-case basis. One Attorney may also represent more than one jurisdiction. An Attorney must possess a Juris Doctorate from an accredited law school and should be a member of the Florida Bar (a statewide professional group for Attorneys), qualified to practice in federal and appeals court. The Council will determine the Attorney's compensation.

The City Attorney is primarily a legal advisor. At the request of the legislative body or of designated staff members, the City Attorney renders opinions on legal issues affecting the city. The Attorney gives legal counsel on the drafting and implementing of ordinances and should keep the Council and staff informed of new laws or judicial opinions which could affect the city in any way. The Attorney also may represent the city government in court, although cities often employ other additional counsel to handle court cases.

The City Attorney serves at the pleasure of the Council and handles whatever responsibilities are designated to the office. In some cities, the Council is quick to involve the Attorney in varied aspects of policy-making and administration; in other cities, the Attorney's services are resorted to only when a legal issue absolutely requires it.

Key County Government Officials. Key county government officials include those of County Commissioner, Clerk of the Circuit Court, Property Appraiser, Sheriff, Supervisor of Elections, Tax Collector, County Administrator and County Attorney. Counties have historically been considered administrative and service branches of the state, with their central organization established by the constitution. Article VIII, Section 1, of the Florida Constitution addresses the County Commissioners and county officers.

County Commissioner. Except when otherwise provided by county charter, the Florida Constitution requires that the governing body for each county be an **elected** Board of County Commissioners. The Board is composed of five or seven County Commissioners, who serve staggered terms of four years. A candidate for the office of County Commissioner must, at the time of qualification, be a resident of the respective county district. Each County Commissioner from an odd-numbered district is elected at the general election in each year, the number of which is a multiple of four (4). Each County Commissioner from an even-numbered district is elected at the general election in each even-numbered year, the number of which is not a multiple of four (4). In both cases, the Commissioners are elected to a four-year term, which begins on the second Tuesday following the election.

Each Commissioner receives a salary, the amount which is specified by state statute, based on the population of the county. In addition, compensation is made for population increments over the minimum for each population group, per a prescribed formula.

If operating under the county commission form of government, County Commissioners perform both legislative and administrative activities. The Commission members usually have powers to: define what problems the county will confront, adopt a county budget, pass ordinances and administer county functions. For more details on the function of the County Commission, see the Background Information section of Unit 1, Lesson 4, "Basic Forms of City and County Government."

County Officers. There are five county officers designated by the Florida Constitution as being **elected** officers. These include: Clerk of the Circuit Court, Property Appraiser, Sheriff, Supervisor of Elections and Tax Collector. When provided by county charter or special law approved by the electors (the voters) of the county, county officers may be chosen in another manner (such as by **appointment**) or abolished, if the duties are transferred to another office. The term of office of each county officer, not otherwise provided by law, commences on the first Tuesday after the first Monday in January, following the election.

These independent executives share policy and administrative responsibility with the County Commissioners. With the Commission formulating policy and administering county government as a whole, the independently elected county officials carry out the policies in their functional areas. Since these administrators are independently elected, it is not uncommon for policy differences to occur.

Each county officer receives a salary, the amount of which is specified by state statute, based on the population of the county. In addition, compensation is made for population increments over the minimum for each population group, per a prescribed formula. An additional $2,000 per year special qualification salary is available to officers who meet the certification requirements established by their corresponding state agency, i.e. the Supreme Court (Clerk of the Circuit Court); the Florida Department of Revenue (Property Appraiser and Tax Collector); the Florida Department of Law Enforcement (Sheriff); and the Florida Department of State, Division of Elections (Supervisor of Elections). To qualify, the officer must complete the respective certification requirements six years after first taking office and complete a continuing education course each year thereafter to remain certified.

Clerk of the Circuit Court. The Clerk has custody of a seal, which serves as the official seal of the Clerk of the Circuit Court in each respective county. The seal is used for authentication of all documents or instruments and must be registered with the Florida Department of State.

Duties of the Clerk of the Circuit Court are divided into three major categories: 1) Clerk of the Circuit Court and County Courts; 2) County Recorder and Clerk of the Board of County Commissioners; and 3) Accountant and Auditor of the Board of County Commissioners.

As an officer of the courts, the County Clerk has the responsibility for the clerical part of the courts' business. The Clerk keeps the courts' records and seal, issues process, enters judgements and orders, attends court, gives certified copies from the record and performs other court-related duties. The Clerk of the Circuit Court is required to keep a progress docket in which the filing of each pleading, motion or other paper, and any step taken in connection with each action, appeal or other preceding before the court is filed. Separate progress dockets may be maintained for civil and criminal matters.

When not otherwise provided by county charter or special law, the Clerk of the Circuit Court serves as County Recorder and Clerk of the Board of County Commissioners. In such duty, the Clerk is responsible for keeping the Board minutes and an index thereof, for recording all instruments required or authorized by law to be recorded by the county government, and for performing other duties as the Board may direct. All instruments must be recorded by the Clerk in one general series of books called "Official Records."

As the Accountant of the Board of County Commissioners, the Clerk is the chief financial officer for the county and serves as county Comptroller and Treasurer. As Auditor of the Board of County Commissioners, the Clerk sees that sound accounting practices are being followed, that there is adequate internal control of the county's finances, and that the county government's budgetary policies are being carried out. In the counties of Orange and Escambia, a separately elected County Comptroller assumes the accountant and auditor functions.

The Clerk of the Circuit Court must keep an office at the county seat of the county. In those counties in which the Clerk feels such offices to be necessary, branch offices may be established in places other than the county seat. The official records of the county government must be maintained by the Clerk and/or deputies to the Clerk and kept at the county seat. The Clerk of the Circuit Court and any appointed deputy/deputies must reside at the county seat or within two miles thereof.

Property Appraiser. The Property Appraiser is the county officer charged with determining the market value of all property within the county, with maintaining certain records connected therewith, and with determining the tax on taxable property after taxes have been levied. Each Property Appraiser is responsible for preparing the real property assessment roll and the tangible personal property assessment roll (including household goods and all other taxable personal property), following Florida Department of Revenue regulations and using forms developed by the department.

Sheriff. Sheriffs, in their respective counties, in person or by deputy, shall:

1. execute all process of the supreme court, circuit courts, county courts and the Board of County Commissioners;
2. execute such other writs, processes, warrants and papers directed to them;
3. attend all terms of the circuit court and county court held in their counties;
4. attend all meetings and execute all orders of the Board of County Commissioners;
5. be conservators of the peace;
6. suppress tumults, riots and unlawful assemblies in their county with force and strong hand when necessary;
7. apprehend, without warrant, any persons disturbing the peace and carry them before the proper judicial officer that further proceedings may be had against them according to law;
8. have authority to raise the power of the county and command any person to assist them, when necessary, in the execution of the duties of their office;
9. be ex officio timber agents for their county; and
10. perform other duties as may be imposed on them by law.

The Sheriff is also required to keep an execution docket which contains a list of all executions, orders and decrees in relation to the collection of moneys. The docket also must contain a statement of all moneys credited on such orders, executions and decrees, and when and to whom and by whom such were paid.

Upon adoption of an ordinance by a majority of the County Commission, the Sheriff may be designated the Chief Correctional Officer of the county correctional system. In such a role, the Sheriff may appoint other officers, as deemed necessary, and as are required by rule of the Florida Department of Corrections. As Chief Correctional Officer, the Sheriff or designee must enforce all existing state law and administrative rules of the department concerning the operation and maintenance of county jails.

The color combination of forest green and white was adopted by state statute as the official color for use on the motor vehicles and motorcycles used by the various Sheriffs of Florida and their deputies. For purposes of uniformity and in aid of the recognition of their official identity by the public, a badge in the shape of a five-pointed star with a replica of the great seal of Florida, with the map of Florida superimposed thereon inscribed in the center, is designated as the official badge to be worn by Sheriffs and their deputies.

Each Sheriff must certify to the Board of County Commissioners a proposed budget of expenditures for the carrying out of the powers, duties and operations of the office for the ensuing fiscal year of the county. The fiscal year of the Sheriff commences on October 1 and ends on September 30 of each year.

Supervisor of Elections. A Supervisor of Elections must be elected in each county at the general election in each year, the number of which is a multiple of four (4). The Supervisor is elected for a four-year term, commencing on the first Tuesday after the first Monday in January, following the election. Before performing any duties, the Supervisor of Elections must take the oath prescribed in Article II, Section 5, of the Florida Constitution and give a surety bond, payable to the Governor, in the sum of $5,000, conditioned on the faithful discharge of the duties of the office.

The Supervisor of Elections is the official custodian of the registration books and has the exclusive control of matters pertaining to registration of electors. In addition to the registration records in the county seat, a set of indexes or registration records must be kept in each city of over 25,000 population. The indexes will enable the Supervisor, or the Supervisor's deputy, to provide registration services to the electors (voters) in such cities.

Each Supervisor is authorized to obtain an impression seal approved by the Florida Department of State. An impression of the seal, with a description thereof, must be filed with the department.

Tax Collector. In 64 of Florida's 67 counties, the Tax Collector is **elected** by the electors to a term of four years. In the counties of Dade, Broward and Volusia, the Tax Collector is **appointed** by the County Commission.

The duties of the Tax Collector are prescribed in a variety of statutes and in the rules and regulations adopted by various state agencies to carry out those laws. Essentially, the Tax Collector has the legal duty to collect state and local government revenue (see Unit 3, Lesson 1, "City and County Government Revenues") from the taxpayers in each respective county, then distribute it to the appropriate state agency or local governing body. These local governments include the county government, city governments within the county, any special taxing districts within the county and the school board. Tax Collectors have the duty to make sure that they are good stewards of the money, pending distribution to the state agencies and local governments, by investing such monies wisely.

County Administrator. County Administrators are specifically addressed in Chapter 125, Part III, Florida Statutes, the "County Administration Law of 1974." Additional information may also be found in Unit 1, Lesson 4, "Basic Forms of City and County Government," in the Background Information section on county administrator form of government.

A County Administrator serves as the administrative head of the county, responsible for the administration of all departments of the county government which the Board of County Commissioners has authority to control.

County Administrators qualify by administrative and executive experience (similar to that of the City Manager) and the ability to serve as the chief administrator of the county. The County Administrator must be **appointed** by an affirmative vote of not less than three members of the Board of County Commissioners. The County Administrator may be removed at any time by an affirmative vote, upon notice of not less than three members of the Board, and after a hearing, if requested by the County Administrator.

The County Administrator need not be a resident of the county at the time of appointment, but during tenure in office must reside within the county. The compensation of the County Administrator is fixed by the Board of County Commissioners, unless otherwise provided by law.

The office of County Administrator is deemed vacant if the incumbent moves residence from the county or is, by death, illness or other casualty, unable to continue in office. A vacancy in the office is filled in the same manner as the original appointment. The Board of County Commissioners may appoint an acting Administrator, in the case of vacancy, temporary absence or disability, until a successor has been appointed and qualified or the Administrator returns.

The County Administrator may be responsible for the administration of all departments responsible to the Board of County Commissioners and for the proper administration of all affairs under the jurisdiction of the Board. To that end, per state statute, the Administrator may have the specific powers and duties to:

1. administer and carry out the directives and policies of the Board of County Commissioners and enforce all orders, resolutions, ordinances and regulations of the Board;
2. report to the Board on action taken pursuant to any directive or policy and provide an annual report to the Board on the state of the county, the work of the previous year, and any recommendations as to actions or programs;
3. provide the Board, or individual members thereof, upon request, with data or information concerning county government, and provide advice and recommendations on county government operations to the Board;

4. prepare and submit to the Board, for its consideration and adoption, an annual operating budget, a capital budget and a capital program;
5. establish the schedules and procedures to be followed by all county departments, offices and agencies in connection with the budget, and supervise and administer all phases of the budgetary process;
6. prepare and submit to the Board, after the end of each fiscal year, a complete report, with recommendations on the finances and administrative activities of the county for the preceding year;
7. supervise the care and custody of all county property;
8. recommend to the Board a current position classification and pay plan for all positions in county services;
9. develop, install and maintain centralized budgeting, personnel, legal and purchasing procedures;
10. organize the work of county departments, subject to an administrative code developed by the Administrator and adopted by the Board, and review the departments, administration and operation of the county government and make recommendations pertaining thereto for reorganization by the Board;
11. select, employ and supervise all personnel and fill all vacancies, positions or employment under the jurisdiction of the Board, with department heads requiring confirmation by the Board;
12. suspend, discharge or remove any employee under the jurisdiction of the Board, pursuant to procedures adopted by the Board;
13. negotiate leases, contracts and other agreements, including consultant services, for the county, subject to approval of the Board;
14. see that all terms and conditions in all leases, contracts and agreements are performed, and notify the Board of any violation;
15. order, upon advising the Board, any agency to undertake any task for any other agency on a temporary basis;
16. attend all meetings of the Board, with authority to participate in the discussion of any matter; and
17. perform such other duties as may be required by the Board of County Commissioners.

County Attorney. The County Attorney functions much as the City Attorney and the position has the same educational training requirements. The County Attorney is always **appointed**.

Standards of Conduct for Local Officials. City and county government officials are governed by both formal and informal standards of conduct. **Informal standards of conduct** exist as social norms of the nation, the community, particular community and professional groups, and the particular agency or body of the city or county government of which an individual is a part. **Formal standards of conduct** exist as constitutional provisions, laws, ordinances and resolutions, and, for employees, administrative rules and regulations.

In Florida, many formal standards of conduct for city and county officials are embodied in the constitution and in state law. These standards include operating under the "Sunshine

Amendment" (Article 2, Section 8, Florida Constitution) and the Code of Ethics for Public Officers and Employers (Chapter 112, Part III, Florida Statutes). The Sunshine Amendment requires that there be an independent commission (the Commission on Ethics) to investigate complaints concerning breaches of public trust by public officers and employees other than judges. Foremost among the goals of the Code of Ethics is to promote the public interest and maintain the respect of the people in their government. The Code is also intended to ensure that public officials conduct themselves independently and impartially, not using their offices for private gain other than compensation provided by law. While seeking to protect the integrity of government, the Code also seeks to avoid the creation of unnecessary barriers to public service.

VOCABULARY:

City Clerk - a city department director with responsibility for maintenance of all official records (the official record keeper); directs the operation of the records retention and archives programs, facilitates Council meetings, records and produces minutes, and may conduct city elections; in smaller cities, may perform duties essentially the same as the City Manager; may be elected or appointed.

City Councilmember/City Commissioner - a member of the City Council/City Commission, the policy-making body of city government; must be elected, per the Florida Constitution; may also be called City Alderman or City Trustee.

City/County Attorney - directs and provides legal counsel to the city or county government; always appointed.

City Manager - appointed management official responsible for the overall operation of the city government, under the jurisdiction of the City Council; found only with the council-manager form of government.

Clerk of the Circuit Court - one of the five county officers identified in the Florida Constitution as being elected (although a county charter or special act may specify otherwise), who may serve in three capacities: as Clerk of the Circuit Court and County Courts; as county Recorder and Clerk of the Board of County Commissioners; and as Accountant and Auditor of the Board of County Commissioners.

County Administrator - appointed management official responsible for the overall operation of the county government, under the jurisdiction of the County Commission; found only with the county administrator form of government.

County Commissioner - a member of the County Commission, the governing body of county government; must be elected, per the Florida Constitution, except when otherwise provided by county charter.

Finance Director - directs, organizes and coordinates the fiscal administration of the city government; always appointed.

Fire Chief - a city department director with responsibility for overseeing the firefighting, inspections, rescue, training and other activities necessary to the provision of fire services to the public; is appointed by City Council or the City Manager.

Mayor - may be the presiding officer of City Council, the policy-making body of the city; at one extreme, may be solely a ceremonial figure and, at the other extreme, may be the chief executive of the city; may be elected or appointed.

Police Chief - a city department director with responsibility for overseeing the operations of a city law enforcement agency, including the activities of patrol, detective, criminal intelligence, identification, communications and other related programs; usually appointed.

Property Appraiser - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), is charged with determining the market value of all property within the county, with maintaining certain records connected therewith and with determining the tax on taxable property after taxes have been levied.

Sheriff - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), is the chief law enforcement officer in county government and may also be designated by the Board of County Commissioners as the Chief Correctional Officer responsible for the county jail.

Supervisor of Elections - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), has the sole responsibility for registering and maintaining official records of the qualified voters in the county.

Tax Collector - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), has the legal duty to collect state and local government revenues from the taxpayers in their county and then distribute it to the appropriate state agency or local governing body.

Reading #1, "Elected and Appointed Key Local Government Officials - A Discussion"

The following offers a summary of the role played by key city and county government officials in Florida. Some of these positions are elected, per a requirement of the Florida Constitution, some by their very nature are appointed positions, and others may be appointed or elected positions, depending on the preference of the citizens (specified by charter or by special act). After reviewing the reading, see the Questions for Consideration that follow.

Key city government officials:

MAYOR

1. May be the presiding officer of the City Council, whether voting or non-voting.
2. Formal qualifications are specified by city charter and may include being a qualified elector (voter) of the city, a higher minimum age requirement (such as age 21 or 25), being a resident of the city for some minimum period or a property ownership requirement.
3. Method of selection is either by popular **election** of the registered city voters or by **appointment** of the City Council, as specified in the city charter.
4. Powers are delegated by charter or delegated by the City Council.
5. Role may vary depending on the form of government; at one extreme, may be solely a ceremonial figure and, at the other extreme, may be the chief executive of the city.

CITY COUNCILMEMBER

1. A member of the City Council, the policy-making body of city government.
2. Is **elected** by the city registered voters, per the Florida Constitution, either at-large or from a district.
3. May also be referred to as City Commissioner, Alderman or Trustee.
4. May serve as Mayor or President of the City Council.
5. Qualifications are set by city charter and are quite similar to those of Mayor.
6. May serve a two-year term (elected simultaneously with other Councilmembers) or a four-year term (elected on a "staggered" basis).

CITY MANAGER

1. Is found in a city operating under the council-manager form of government.
2. Serves as chief administrative officer (executive power), **appointed** by City Council.
3. Responsible for the overall management operation of the city, including: carrying out city policy established by Council, supervising and coordinating the various city departments, appointing and removing department directors, preparing the operating and capital budgets for Council consideration, and making reports and recommendations to the Council.
4. May also be referred to as "City Administrator."

CITY CLERK

1. A department director who serves as the official record keeper of the city.
2. In most Florida cities, is **appointed** by the City Council or City Manager; in a handful of cities, is an **elective** office.
3. Position is generally established by charter.
4. In some cities, may be designated as both City Clerk and City Manager.
5. Responsibilities generally include: the facilitation of Council meetings, taking and transcribing the minutes of Council meetings, directing the operation of the records retention and archives programs, and conducting city elections; additional duties may be assigned by ordinance or by the supervisor (the Mayor or City Manager), including the duties of Treasurer, Purchasing Officer, and the issuance of licenses and permits; in small cities, may function as a general city administrator.

FINANCE DIRECTOR

1. Organizes and coordinates the fiscal administration of the city.
2. Duties may include: receiving, recording and depositing funds to various city accounts; participating in the preparation of the annual citywide budget; planning and directing the central accounting system; supervising and/or preparing financial reports and records; administering various insurance policies; investing idle funds; and exercising supervision over special funds.
3. Is an **appointed** position.

FIRE CHIEF

1. A city department director.
2. Has responsibility for overseeing the firefighting, inspections, rescue, training and other activities necessary to the provision of fire services to the public.
3. Is **appointed** by the City Council or City Manager.

POLICE CHIEF

1. A city department director.
2. Has responsibility for overseeing the operations of a city law enforcement agency, including patrol, detective, criminal intelligence, identification, communications and other related activities.
3. Is usually **appointed** by City Council or the City Manager; may be an **elected** position.

CITY ATTORNEY

1. Is **appointed** by City Council.
2. Directs and provides legal counsel to the city government.

Key county government officials:

COUNTY COMMISSIONER

1. A member of the Board of County Commissioners which is the governing board of the county government.

2. Must be **elected**, per the Florida Constitution, unless otherwise specified by county charter.

3. Must, at the time of qualification for the office, be a resident of the respective county district.

4. Elected to a four-year term, either at-large or from districts.

5. Receives a salary established by state statute.

6. As a member of the Board, usually has powers to define what problems the county will confront, adopt a county budget, pass ordinances and administer county functions.

CLERK OF THE CIRCUIT COURT

1. One of five county officers identified by the Florida Constitution as being **elected**; when provided by county charter or special law approved by the electors (the voters) of the county, may be chosen in another manner, such as by **appointment**.

2. Shares policy and administrative responsibilities with the County Commissioners, carrying out policy in the respective functional area.

3. Receives a salary established by state statute.

4. Duties may be divided into three major categories: 1) Clerk of the Circuit Court and County Courts, 2) County Recorder and Clerk of the Board of County Commissioners, and 3) Accountant and Auditor of the Board of County Commissioners.

PROPERTY APPRAISER

1. One of five county officers identified by the Florida Constitution as being **elected**; when provided by county charter or special law approved by the electors (the voters) of the county, may be chosen in another manner, such as by **appointment**.

2. Shares policy and administrative responsibilities with the County Commissioners, carrying out policy in the respective functional area.

3. Receives a salary established by state statute.

4. Charged with determining the market value of all property within the county, with maintaining certain records connected therewith and with determining the tax on taxable property after taxes have been levied.

SHERIFF

1. One of five county officers identified by the Florida Constitution as being **elected**; when provided by county charter or special law approved by the electors (the voters) of the county, may be chosen in another manner, such as by **appointment**.

2. Shares policy and administrative responsibilities with the County Commissioners, carrying out policy in the respective functional area.

3. Receives a salary established by state statute.

4. The chief law enforcement officer of the county government and may also be designated by the Board of County Commissioners as the Chief Correctional Officer, responsible for the county jail.

SUPERVISOR OF ELECTIONS

1. One of five county officers identified by the Florida Constitution as being **elected**; when provided by county charter or special law approved by the electors (the voters) of the county, may be chosen in another manner, such as by **appointment**.

2. Shares policy and administrative responsibilities with the County Commissioners, carrying out policy in the respective functional area.

3. Receives a salary established by state statute.

4. Has the sole responsibility for registering and maintaining official records of the qualified voters in the county.

TAX COLLECTOR

1. One of five county officers identified by the Florida Constitution as being **elected**; when provided by county charter or special law approved by the vote of the electors (the voters) of the county, may be chosen in another manner, such as by **appointment**.

2. Shares policy and administrative responsibilities with the County Commissioners, carrying out policy in the respective functional area.

3. Receives a salary established by state statute.

4. Has the legal duty to collect state and local government revenues from the taxpayers

in the respective county and then distribute the taxes to the appropriate state or local governing body.

COUNTY ADMINISTRATOR

1. Found only with the county administrator form of government.

2. Appointed management official responsible for the overall operation of the county government, under the jurisdiction of the County Commission.

3. Must be appointed by an affirmative vote of not less than three members of the Board of County Commissioners; may be removed at any time by an affirmative vote, upon notice of not less than three members of the Board, and after a hearing, if requested..

4. Must reside within the county during tenure in office.

COUNTY ATTORNEY

1. Is **appointed** by the County Commission.

2. Directs and provides legal counsel to the county government.

Questions for Consideration, Reading #1

1. How much is the average citizen impacted by the work performed by these key city and county government officials? Can the positions be ranked according to the level of impact they have on citizens and the community?

2. What are the reasons and advantages of these various key officials being elected or appointed positions?

In addressing this latter question, possible benefits of having appointed positions include: practitioners can be recruited from a pool of professionally trained candidates; and the appointed office holders are "perceived" as being more objective and less "political" in their decisions. Benefits of having elected positions include: the decision makers are more sensitive to majority wishes; accountability for decisions is more easily ascribed; the decision makers, being expected to act quickly, can make faster decisions in emergency situations; and in general, citizens feel more control over the actions of the officeholders.

Unit 4 - Lesson 2

"City and County Government Elections"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"City and County Government Elections"

RATIONALE:

There is certain basic information about local government elections of which every citizen should be aware. This lesson introduces the reader to this background on Florida city and county government elections, as well as offers some information on qualifying as a candidate in such elections.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: bond referendum, County Canvassing Board, election, Election Board, election district, elector, general election, non-partisan, partisan, polling place, precinct, primary election, public office, recall election, special election, "straw-ballot" referendum, Supervisor of Elections, The Florida Election Code and voter registration;
2. recall basic information concerning local elections in Florida; and
3. apply basic, local election information to practical situations.

BACKGROUND INFORMATION:

(Sources: The Florida Election Code, Chapters 97-106, Florida Statutes; and Whitman Center for State and Local Government, The University of West Florida, 1987, rev. 1989, II-E-1 - II-E-4. Portions reprinted with permission.)

There is certain basic information about city and county government elections of which every citizen should be aware, thus this lesson offers background on Florida local government elections and includes an introduction to The Florida Election Code. This code covers voter registration, elector qualifications, election districts, precincts, election dates, election administration, types of elections, and candidate qualifications for elected city and county government positions. Copies of The Florida Election Code in pamphlet form may be obtained from the county Supervisor of Elections or from the Florida Department of State, Division of Elections, The Capitol, Room 1801, Tallahassee, FL 32399-0250. The Division of Elections also has available the pamphlet, "Florida Voter's Guide," which explains additional topics of interest relating to elections, including information on absentee registration and voting and who can serve as pollworkers at the voting precincts.

Voter registration is the process by which citizens formally record their eligibility to participate in all **elections**; elections being where a person or persons is selected for office or where an issue or proposition is decided by vote. The registration of voters and maintenance of voter registration records are the sole responsibility of the respective county **Supervisor of Elections**, with the Secretary of State serving as the chief election officer of the state.

A permanent single registration system is provided for the counties and cities of Florida. Under this system, each Supervisor of Elections must maintain a location for the registration of voters at the county seat and in each city of over 25,000 population.

Voter qualification is a matter which is controlled in preemptive fashion by state law. Qualified voters (**the electors**) must be: at least 18 years old, a citizen of the United States, and a permanent resident of Florida and of the county. To qualify to participate in all city government elections, a person must be a duly registered elector and reside within the boundaries of the city.

An **election district** is a division of a county or city for electoral purposes. A **precinct** is one of a fixed number of districts of a city or county divided for voting purposes. In the absence of a court order or court-enforced agreement requiring one particular arrangement, a city or county government may conduct elections: on an at-large (citywide or countywide) basis; within districts, either single-member or multi-member; or through a combination of at-large and district positions. Populations of election districts must be approximately equal, and districts may not be gerrymandered for purposes of racial discrimination.

The Board of County Commissioners in each county, upon recommendation and approval of the Supervisor of Elections, may alter or create new districts or precincts. Each precinct should be composed of contiguous and compact areas and should be numbered. The Supervisor of Elections designates a polling place at a suitable location within each precinct. The district or precinct may not be changed thereafter, except with the consent of four members of the Board of County Commissioners. The Board, with the concurrence of the Supervisor of Elections, may arrange the boundaries of the precincts in each city within the county to conform to the boundaries of the city, subject to the concurrence of the governing body of the city. City electoral districts may be defined in the city charter or by ordinance. Each county election precinct, election district and polling place, as defined and fixed, is recognized by the state Division of Elections.

A **general election** must be held in each county on the first Tuesday after the first Monday in November, in the even-numbered years, to choose a successor to each elective county, federal, state and district officer whose term will expire before the next general election and, except as provided in the Florida Constitution, to fill each vacancy in elective county office for the unexpired term. City government election dates may take place at the November general election or on a date set by charter or by ordinance, with selected dates varying widely from one city to the next. In the event of an emergency due to a flood or hurricane, the Governor may suspend a city election by executive order, with a new date set by ordinance.

In each year in which a general election is held, a first **primary election** for nomination of candidates of political parties must be held on the Tuesday nine weeks prior to the general election. The primary election also provides for the nomination of County Commissioners by the qualified electors of such county at the time and place set for voting on other county officers. Each year in which a general election is held, a second primary election for nomination of candidates of political parties where nominations were not made in the first primary election is held on the Tuesday five weeks prior to the general election. The names of the candidates placing first and second in the first primary election are placed on the ballot in the second primary election for each contest in which no candidate receives a majority of the votes.

It should be noted that elections held to elect city government officials, with the exception of the consolidated City of Jacksonville/Duval County, are **non-partisan**, i.e., candidates do not run under the banner of a political party. All county government elected officials are **partisan**, i.e., candidates do run under the banner of a political party.

The respective Supervisors of Elections, or their deputies, conduct county elections. City elections may be administered either by city officials or by the county Supervisor of Elections. A city may choose to administer its elections through a city elections board or other appropriate city officials, such as designating the City Clerk as the election supervisor. In such cases, the county Supervisor of Elections is responsible to deliver the necessary records and equipment to the appropriate city official prior to the election and to collect them after the election. On the other hand, a city may seek an arrangement with their respective county Supervisor of Elections, whereby the Supervisor will administer the city elections. In either event, the city must reimburse the county for the actual costs incurred, including the costs of printing and delivery of municipal ballots.

The responsible governmental body shall see to it that a United States flag, to be provided by the County Commission, is flown at each polling place. The responsible government agency must bear the expense incurred by the County Commission.

As noted above, the county Supervisor of Elections is authorized to designate within each precinct a **polling place**, the building which contains the polling room in which ballots are cast. Public, tax-supported buildings must be made available for use as polling places when requested by the Supervisor of Elections. In addition, each polling place must be accessible to and usable by elderly persons and physically handicapped persons. School boards and city governments are required to cooperate in the implementation of this provision.

Individuals may not qualify as a candidate for city or county **public office** if their name appears on the same or another ballot for another office, whether federal, state, county or city, the term of which or part thereof runs concurrently with the office for which they are seeking to qualify. Individuals may not qualify as a candidate for city or county public office if they hold another elective or appointive office, whether state, county or city, the term of which or any part thereof runs concurrently with the term of office for which they are seeking to qualify, without resigning from such office not less than 10 days prior to the first day of qualifying. At the time of qualifying for office, each candidate for a constitutional office (such as the county officers) must file a full and public disclosure of financial interests pursuant to Section 8 of Article II of the Florida Constitution, and each other candidate must file a statement of financial interests. Candidates for public office must take and subscribe to an oath or affirmation in writing and must put in writing their political party affiliation, as well as make other statements regarding such political parties. The provisions of any special act to the contrary notwithstanding, persons seeking to qualify for nomination or election to a county office must file qualification papers with, and pay the qualifying fee to, the Supervisor of Elections of the county (unless qualifying under the alternative method by submitting the necessary petitions or signatures, or qualifying as a write-in candidate). The Supervisor must, immediately after the last day for qualifying, submit to the Florida Department of State a list containing the names, party affiliations, and addresses of all candidates and offices for which they qualified.

Each person seeking to qualify for nomination or election to any elected office must pay, at the time of qualifying for office, an election assessment. The assessment is an amount equal to 1.5 percent of the annual salary of the office sought. Within 30 days after the close of qualifying, the qualifying officer must forward all amounts collected to the Florida Department of State for deposit in the Elections Commission Trust Fund. Any person who is unable to pay the election assessment without imposing an undue burden on personal resources may, upon written certification of such inability given under oath, be exempt from paying the election assessment.

Candidates for any elected office are limited to receiving no more than $500 in contributions from an individual, a political committee or a committee of continuous existence. There are state statutes regulating the use of campaign funds, political advertising and campaign behavior which are found in **The Florida Election Code**, Chapter 106, Florida Statutes, the state statutes covering the laws that pertain to elections.

At least 20 days prior to the holding of any election, the Supervisor of Elections must appoint two **Election Boards** for each precinct in the county. However, only one Election Board may be appointed if that is all that is necessary. Each Election Board should be composed of three inspectors and a clerk. The inspectors and clerk must take and subscribe to an oath or affirmation to the effect that they will perform the duties according to law and will endeavor to prevent all fraud, deceit or abuse in conducting the election. The Supervisor of Elections must conduct training classes for inspectors, clerks and Deputy Sheriffs, prior to each first primary, general and special election, for the purpose of instructing such persons in their duties and responsibilities as election officials.

The Election Board conducts the voting. If more than one board has been appointed, the second board, upon the closing of the polls, comes on duty and counts the votes cast. Upon completion of all counts in all races, triplicate certificates of the results are drawn up by the inspectors and clerk at each precinct upon a form provided by the Supervisor of Elections. The three certificates, signed by the inspectors and clerk, are delivered securely sealed to: the Supervisor for immediate publication; the county court judge; and the Supervisor's office for filing, enclosed in the ballot box together with the oaths of inspectors and clerks.

A County Canvassing Board, members of which canvass the election results for errors and problems, is composed of: the Supervisor of Elections; a county court Judge, who shall act as chairman; and the Chairman of the Board of County Commissioners. The canvass, except the canvass of absentee electors' returns, is made from the returns and certificates of the inspectors. All returns must be made to the board on or before noon of the day following any primary, general, special or other election. The Supervisor of Elections transmits to the Florida Department of State, immediately after the County Canvassing Board has canvassed the returns of the election, a list containing the names of all county and district officers nominated or elected, the office for which each was nominated or elected, and the mailing address of each. At the same time that the results of an election are certified to the Department of State, Division of Elections, the County Canvassing Board must file a report with the department concerning the conduct of the election, including a report of any problems that occurred.

Other types of local elections include: special elections, recall elections, bond referendums and "straw ballot" referendums.

A **special election** is an election called for the purpose of voting on a party nominee to fill a vacancy in a national, state, county or district office. A special election may also be called for referendums on such issues as local option taxes, bonds and "straw ballots," if desired by the voters.

Recall elections are elections for the purpose of allowing registered voters to cast ballots to determine whether a member of the governing body of a city or charter county government should be removed from office. These officials may be removed from office through a process of petition and referendum. Grounds for removal are stated as the following: malfeasance, misfeasance, neglect of duty, drunkenness, incompetence, permanent inability to perform official duties and conviction of a felony involving moral turpitude.

A **bond referendum** is an election held to see if the electors agree with the issuances of bonds (debt incurring instruments) for financing a particular local need or program. The City Council or County Commission, by resolution, calls a bond referendum to decide whether a majority of the electors participating is in favor of the issuance of bonds. A referendum may be held on the day of another planned election or may be held as a separate bond election. Thirty days notice must be given by publication in a newspaper of general circulation at least twice (once in the fifth week and once in the third week) prior to the week in which the referendum is to be held. If there is no newspaper of general circulation, notices must be posted in no less than five places within the territorial limits of the city or county.

A **"straw-ballot" referendum** is an election by which local officials may obtain a non-binding expression of public opinion regarding a public issue. Such referenda may be governed by the city or county charter or by ordinance.

VOCABULARY:

bond referendum - an election held to see if the electors agree with the issuances of bonds (debt incurring instruments) by a city or county government for financing a particular local need or program.

County Canvassing Board - a board whose members canvass election results for errors and problems; comprised of the Supervisor of Elections, a county court Judge who acts as chairman and the Chairman of the Board of County Commissioners.

election - the selection of a person or persons for office by vote; or public vote upon an issue or proposition.

Election Board - the clerk and inspectors appointed to conduct an election.

election district - a division of a county or city for electoral purposes.

elector - a qualified voter.

general election - an election held on the first Tuesday after the first Monday in November, in the even-numbered years, for the purpose of filling national, state, county and district offices, and for voting on constitutional amendments not otherwise provided for by law.

non-partisan - an election in which candidates do not run under the banner of a political party, i.e., city elections.

partisan - an election in which candidates run under the banner of a political party, i.e., county elections.

polling place - the building which contains the polling room in which ballots are cast for an election.

precinct - one of a fixed number of districts of a city or county, divided for voting purposes.

primary election - an election held, preceding the general election, for the purpose of nominating a party nominee to be voted for in the general election to fill a national, state, county or district office. The first primary is a nomination or elimination election; the second primary is a nomination election only.

public office - any federal, state, county, city, school, or other district office or position which is filled by vote of the electors.

recall election - an election for the purpose of allowing registered voters to cast ballots to determine whether a member of the governing body of a city or charter county government should be removed from office.

special election - an election called for the purpose of voting on a party nominee to fill a vacancy in a national, state, county or district office; a special election may also be called for referendums on such issues as local option taxes, bonds and "straw ballots," if desired by the voters.

"straw-ballot" referendum - an election by which local officials may obtain a non-binding expression of public opinion regarding a public issue.

Supervisor of Elections - the county officer identified by the Florida Constitution as having the sole responsibility for registering and maintaining official records of the qualified voters in each of Florida's 67 counties.

The Florida Election Code - that portion of the state statutes covering the laws that pertain to elections (Chapter 106, Florida Statutes).

voter registration - the process by which citizens formally record their eligibility to vote in all elections.

Unit 5 - Lesson 1

"Citizen Involvement in City and County Government"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 5 - Lesson 1

"Citizen Involvement in City and County Government"

RATIONALE:

At the heart of local government and Home Rule is self-government by citizens at the local level. A quality city and county government, and thus the quality of life in the community, can only be obtained through having knowledgeable citizens who actively participate in their local governments. This lesson aims to inform Florida residents of the various roles and means through which they can be involved in their general purpose local governments and thus influence local decisions.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: advisory committees, boards and commissions, lobbying, and strategic planning;
2. identify effective lobbying techniques;
3. explain how to develop a strategic plan to accomplish a particular goal;
4. analyze the boards, commissions and advisory committees established for a particular Florida city, evaluating how well they advance the democratic goal of citizen participation; and
5. name at least five career opportunities provided by the local city or county government.

MATERIALS AND RESOURCES:

1. Reading #1, "Effective Lobbying Skills"; and Reading #2, "Steps to Formulating a Lobbying Strategy."
2. Reading #3, "City Commissions, Boards and Advisory Committees in Destin, Florida," and Questions for Consideration.
3. Reading #4, "Career Opportunities in City and County Government."

BACKGROUND INFORMATION:

At the heart of local government, Home Rule calls for self-government by citizens at the local level. This means that, ideally, local public policy and resulting decisions are a product of the input of all residents of the community, i.e., true democracy. A quality city and county government, and thus the quality of life in the community, can only be obtained through having knowledgeable residents who actively participate in their local government. This involvement may come through: expression in public hearings or at City Council and County Commission meetings; the casting of votes for local elected officials or for issues affecting the cities and counties; participation on a local government commission, board or advisory committee; involvement in the political process as a candidate for a city or county government office; or through actual employment with the city or county government.

When participating in public hearings or City Council/County Commission meetings, an active citizen may wish to influence the vote and action to be taken on a particular issue. To do so may involve offering public testimony and developing a **"strategic plan,"** i.e., steps that need to be taken to bring the issue and the desired action to the attention of the elected officials, the media, and other citizens or community groups who might offer further support. Such testimony and strategic planning is referred to as **lobbying**. As defined by The Random House Dictionary, lobbying means "to solicit or try to influence the votes of members of a legislative body," which in these instances is the local government's Council or Commission.

If a citizen wishes to participate directly in city or county government, one means is to serve on a local government **commission, board** or **advisory committee**. Under authority of Chapter 125, Florida Statutes, and the Home Rule powers granted by the State Constitution, county governments have the power to establish commissions, boards or advisory committees. In the case of cities and charter counties, the charter generally states the local government's power to create commissions, boards and advisory committees when such needs arise, and includes the powers, duties and composition of any such permanent bodies. Temporary bodies may be created and abolished by resolution or administrative order. The Clerk, City Manager or County Administrator should have available a listing of such active groups in a particular community and can pass on the names of interested citizens to the governing body.

Commissions and boards sometimes are assigned significant powers of policy-making and/or administration. Advisory committees serve an important function in providing expertise in certain areas of city or county concern. Usually established at the request of the Council or Commission, they may be made up of both citizens and Council/Commission members and may deal with issues and problems which are deemed worthy of special consideration and advisement. Committees add another degree of local government responsiveness to the public interest. They provide an excellent opportunity for citizens to actively participate in the operation of their local government. Advisory committees are not of the same significance as commissions or boards, lacking the power to make or administer policy on their own. Instead, advisory committees take up matters that deserve the extra attention and consideration that only a group of interested, concerned citizens can render.

The duties and powers, the composition, and the amount of any remuneration and expenses for such commissions, boards or advisory committees should be determined by the City Council or County Commission if they are not specified by charter or state law. Members, which may vary in number, are usually appointed by the Council or Commission and must reside in the geographical jurisdiction of the local government making the appointment. City or county employees will often staff the boards or committees, providing expertise and information where needed. Such commissions, boards or advisory committees may include: planning and zoning boards, code enforcement boards, historic preservation commissions, community beautification committees, and recreation and park committees, among others. It should be noted that commissions, boards and advisory committees, and the individual members thereof, are subject to open meetings ("Sunshine Law") and public-record laws (see Unit 4, Lesson 1, "Key Local Government Officials - Elected and Appointed"). Individual members may also be required to comply with state financial disclosure laws.

Careers in local government are quite varied, depending on the type and size of the city or county government. The reader may gain an idea of the variety of jobs available at the local government level by reviewing the various services offered by city and county governments (see Unit 2). A partial listing of city and county government positions is offered in Reading #4. Local governments, like businesses, have a personnel office with which one would file an application for employment and where one could obtain a listing of personnel positions. For elected positions, the City Clerk or County Clerk can provide the necessary qualification requirements. As political offices, these positions would involve registration and qualifying, a campaign and an election (see Unit 4, Lesson 2, "City and County Government Elections").

VOCABULARY:

advisory committees - usually established at the request of the Council or Commission, these local government committees deal with issues and problems which are deemed worthy of special consideration and advisement; may be made up of citizens and City Council/County Commission members; unlike boards and commissions, these committees lack the power to make or administer policy on their own.

boards and commissions - local government-appointed citizen groups which are sometimes assigned significant powers of policy-making and/or administration; for example, Planning and Zoning Boards, Code Enforcement Boards or Historic Preservation Commissions.

lobbying - to solicit or try to influence the votes of members of a legislative body, such as the City Council or County Commission.

strategic planning - development of a plan of action, including specific lobbying steps to take within an established time frame, to achieve a particular goal or goals.

Reading #1, "Effective Lobbying Skills"

At the heart of local government in Florida, Home Rule calls for self-government by the people at the local level. This means, ideally, that local public policy and the resulting decisions are a product of the input of all residents in the community (true democracy). One way to participate in this decision-making process is to "lobby" the City Council or County Commission in order to influence them in their position and resulting vote taken on a particular issue. This is generally done in the form of testimony given at a public hearing or Council/Commission meeting, and through strategic planning of the steps that need to be taken to bring the issue and desired action to the attention of the elected officials, the media, and other citizen or community groups who might offer further support on the issue.

This reading offers basic communication techniques and behaviors that are keys to effective lobbying. Section I addresses oral testimony, such as would be used when presenting information in a public hearing. Section II addresses communicating verbally with public officials and staff on a particular issue, and Section III addresses written communication. The reader may wish to add other points that are important to effectively influencing others.

(Source: "Effective Lobbying" workshop developed for the Florida League of Cities by Marilyn Crotty, Florida Institute of Government. Modified and reprinted with permission.)

Section I: Do's and don'ts for presenting oral testimony to the City Council or County Commission.

Do -

1. Be prepared; do your research and know your subject.
2. Prepare sufficient copies of your statement and deliver them in advance, if possible, or hand them out at the time of your presentation.
3. Provide an outline or summary of your formal statement.
4. Address the group in your opening statement (Madam Chairman, Commissioners, ladies and gentlemen . . .), indicating who you are and who you are representing (such as a homeowners' association, for example).
5. Speak naturally, summarizing your views without digressing or mumbling.
6. Be aware of what has been said by previous speakers so as to avoid repetition.
7. Emphasize the positive, pointing out the benefits of your particular position.
8. Use visuals if they help to clarify your position, making sure they are legible and can be clearly seen by all parties.

9. Know when to stop.

10. Be prepared for questions and respond carefully; be honest, admitting it if you do not know the answer; promise to get back with the information and follow through.

Don't -

1. Repeat yourself.

2. Elaborate too much about any one segment of your position statement.

3. Use speakers who make poor impressions.

4. Threaten or embarrass any Councilmember or Commissioner.

5. Argue or bicker with Councilmembers or Commissioners.

6. Be inattentive to comments from the other side or to Council/Commission debate.

7. Fail to express your appreciation to members and staff for their thoughtful attention to your presentation.

Section II: Guidelines for meeting with Councilmembers or Commissioners (or local government staff).

1. Know who you need to see first.

2. Call for an appointment, being flexible in the times you are available and scheduling as far ahead as possible.

3. Be on time and be prepared to wait for a busy Councilmember or Commissioner.

4. If with a group, appoint a single, articulate and organized spokesperson.

5. Be prepared--know who you are talking to and the background of the issue under discussion.

6. Understand the local government policy-making process.

7. Never underestimate the power of a staff member; enlist their help; always be courteous.

8. Prepare your case and be clear about what substance or decisions you want to emerge from the meeting.

9. Be brief and to the point.

10. Never lie; if you do not know the answer, admit it and promise to get back with the information; follow through.

11. Be courteous and friendly, never embarrass or threaten a Councilmember or Commissioner.

12. Acknowledge the existence and arguments of opposing sides of a controversial issue.

13. Before leaving, try to summarize the major points of your discussion and agree on follow-up actions, if any.

14. Thank the official for his/her time and concern.

15. Follow-up the visit, preferably in writing.

Section III: Guidelines for corresponding With Councilmembers and Commissioners.

1. Letters should be clear, brief, courteous and factual.

2. Make sure your signature is legible and be sure to include a return address.

3. Be original; never use form letters or send photocopies as originals; making a letter personal counts.

4. Introduce yourself or your organization.

5. Usually, limit your letter to a single subject.

6. Explain why the particular issue or position is good or bad for your interest.

7. Back up your position with facts and figures, but never exaggerate.

8. Include newspaper articles which apply to the issue, if they help your position.

9. Ask for a reply regarding the Councilmember's/Commissioner's position on the issue.

10. If that reply is noncommittal, write again, but avoid any threats or undue pressure.

11. If the Councilmember or Commissioner supports your position, follow-up with a letter of appreciation and some further factual "ammunition" to help the cause along.

12. Keep writing and urge others to write.

13. Don't underestimate the importance of phone calls; they count, too.

Reading #2, "Steps to Formulating a Lobbying Strategy"

Effective lobbying is not the result of one individual, but rather an organized effort of citizens with common interests and concerns. Such an organized effort necessitates a plan or strategy, where each "player" understands his/her role and the order of steps to be taken to achieve the desired goal. The following offers suggested steps to formulating a lobbying strategy.

(Source: "Effective Lobbying" workshop developed for the Florida League of Cities by Marilyn Crotty, Florida Institute of Government. Modified and reprinted with permission.)

1. Identify and define the issue that you are supporting.
2. Firm up your group's position on the issue, compromising on any differences.
3. Define your overall goal.
4. Identify the lobbying steps that must be taken to reach that goal, which include gathering the facts about your position through research, identifying and meeting with other possible supporters, building a relationship with the decision makers (personal meetings, letters and phone calls), tapping the media, providing testimony at public hearings or Council/Commission meetings, responding to the other side, etc.
5. Identify who will fill the necessary roles in your strategic plan; the person or persons who will carry out the specific steps.
6. Lay out the timetable (the time frame within which the steps must be accomplished); be specific.
7. Identify any costs involved.
8. Identify other people or organizations that need to be consulted and that may lend support; build your coalition.
9. Identify the key decision makers (Councilmembers, Commissioners, City Manager or County Administrator, local government staff, etc.), keeping the list as short as possible; begin developing a working relationship with these key players.
10. Identify what key decision makers' interests are positively affected by your position.
11. Follow the decision-making process from beginning to end; be sure to thank those who lend support, no matter what the outcome.

Reading #3, "City Commissions, Boards and Advisory Committees in Destin, Florida"

In an ideal democratic society, public policy should be the product of input from all citizens. One way for residents to provide such input, particularly at the local government level, is to participate in a city or county government commission, board or advisory committee. Some of these bodies may be standing or permanently established, while others are temporary in nature. The variety of qualification requirements and types of boards, commissions and advisory committees vary substantially across the state. This reading, consisting of a two-page newspaper article, a description of 12 citizen advisory groups and a sample application, illustrates how one Florida city, the City of Destin, established its appointed boards, commissions and advisory committees to maximize citizen participation in local government decision making and to gain valuable input and expertise from such individuals.

The Destin Log, January 20, 1990
"City of Destin, 5 years later, 12th in a series"
By Cindi Brownfield
Section A, page 1
(Reprinted with permission of The Destin Log, a Scripps Howard newspaper.)

CITY COMMITTEES' "VALUABLE ASSET"

Citizens have always been a big part of city government in Destin.

Following the first Destin City Council election five years ago, a number of residents volunteered to help establish the city's laws and services. Just three nights after the first city council meeting in January 1985, five advisory committees organized to start the process.

"We had five committees meeting on one night," said City Clerk Fran Beaird. "There were meetings at the fire station, the community center, the library and the (fishing) rodeo building. One met in a car."

The work had just begun.

In the early days of city government, certain committees--such as the Planning Commission and the Harbor Board--met two or three times a week. Committee members often worked long into the night trying to establish laws that would truly serve the best interests of city residents.

"Thank goodness for the people who volunteered," said City Council Chairman Bill Phillips. "It would have been impossible to make the progress we did without highly dedicated and qualified volunteers."

Today, there are 16 standing committees, commissions or boards and two special committees that advise the council. They are the Airport Committee, the Board of Adjustment, the Cemetery Committee, the Census Awareness at the Local Level (CALL) Committee, the

Charter Review Committee, the Community Services Committee, the Employees' Thrift Plan/Investment Trustees Committee, the Environmental Committee, the Fiance Committee, the Harbor Board, the Library Board, the Planning Commission, the Public Safety Committee, the Public Works Committee, the Recreation Committee, the Senior Citizens Recognition Committee, the Utilities Committee and the Waterways Committee.

"They continue to be a valuable asset to the city," Phillips said.

Some of the committees meet monthly--others more often, other less often. The groups discuss topics relating to their committees and make recommendations to the council. Planning for the future of Destin is an important job often tackled by committees.

City staff members echoed Phillips' praise of the committee members and their work. Committees often perform jobs and conduct studies that would otherwise have to be done by employees.

Committee members are appointed by council members. Terms of office are the same as the appointed councilman. There is no pay.

Phillips said Destin has never had a shortage of volunteers for committees. Citizens here have always been more involved in city government than those in other cities, he said.

"The majority of the people live here by choice. Because of that, they want to make it the best place for not only themselves and their children but for their grandchildren as well," Phillips said.

And, while the council does not always follow the advice of its committees, the recommendations are considered very seriously, the chairman said.

"I think it means a lot more to the citizens of Destin when a decision has been made by a group of their peers," he said.

City officials will honor current and past committee members at a reception following the Town Hall meeting Monday, February 12. The meeting begins at 7:00 p.m.

(Source of listing and application: City of Destin, not dated. Modified and reprinted with permission.)

The following is a brief description of some of the City of Destin's standing city boards, commissions and advisory committees:

AIRPORT COMMITTEE - Seven (7) members, each serving four (4) year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To review, research and advise the City Council on the various matters affecting the operation and possible future development of the Destin Airport.

BOARD OF ADJUSTMENT - Seven (7) members, each serving three-year terms. Duties: To hear and decide upon applications for variances or special exceptions to ordinances; to hear and decide appeals when it is alleged that there is error in any order, requirement, decision or determination made by an administrative official in the enforcement of any zoning ordinances.

COMMUNITY SERVICES COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To review, research and advise the City Council on the various matters affecting the operation and future development of the Community Center including, but not limited to, maintenance and improvements to existing facility; relationship of present Community Center tenants with the city's management structure; use of existing and future facilities for both community and private activities; and purchase of additional property for expansion. The committee also shall perform such duties and services as may be assigned to it by the City Council.

ENVIRONMENTAL COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To work with individuals, agencies, organizations and city officials to improve the appearance, aesthetics and the environmental condition of the city, including making recommendations to the City Council regarding projects which would benefit all citizens of, and visitors to, the city. The Committee also shall perform such duties and services as may be assigned to it by the City Council.

GENERAL SERVICES COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To assess the need for and recommend to the City Council actions or projects relating to matters of general interest including, but not limited to, insurance, employee benefits, acquisition of new City Hall property and the like. The Committee also shall perform such duties and services as may be assigned to it by the City Council.

HARBOR BOARD - Seven (7) members, each serving four-year terms, consisting of the following: one (1) commercial fisherman; one (1) charter boat fisherman; one (1) developer; one (1) pleasure boat owner; one (1) environmentalist; one (1) sports fisherman; and one (1) layman. Term shall be consecutive with the Councilman making the nomination. Duties: To inventory all existing and potential sources of pollution; to monitor the overall condition of Destin Harbor; to review and recommend plans for future growth development of Destin Harbor, including the review of projects requested to be located on the harbor. The board recommends actions to the City Council.

PLANNING COMMISSION - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To act in an advisory capacity to the City Council on matters relating to zoning, land use, growth management and the future development of Destin.

PUBLIC SAFETY COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To assess the need for and recommend to the City Council projects relating to matters of public safety, including, but not limited to, traffic signals, street lights, crosswalks and the like. The Committee also shall perform such duties and services as may be assigned to it by the City Council.

PUBLIC WORKS COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To identify and review various functional areas relating to public works, including street construction and maintenance, public parking areas, sidewalks, city rights-of-way and the like. The Committee makes recommendations to the City Council. The Committee also shall perform such duties and services as may be assigned to it by the City Council.

RECREATION COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To identify and recommend to the City Council projects relating to recreational matters, including the need for additional parks and recreation programs and facilities for citizens of, and visitors to, Destin. The Committee also shall perform such duties and services as may be assigned to it by the City Council.

UTILITIES COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To assess, research and recommend to the City Council matters relating to utility expansion and franchising.

WATERWAYS COMMITTEE - Seven (7) members, each serving four-year terms. Term shall be consecutive with the Councilman making the nomination. Duties: To review plans for development on the waterways of Destin, excluding Destin Harbor, and including Choctawhatchee Bay, bayous and other estuaries. The committee reviews projects requested to be located on the waterways and recommends actions to the City Council.

CITY OF DESTIN, FLORIDA
QUALIFICATIONS FOR SERVING ON CITY BOARDS, COMMISSIONS OR COMMITTEES

1. Name: ______________________________ Home Phone: ____________________
2. Home Address: ____
   Own ____ Rent ____
3. Business: __________________________ Bus. Phone: ____________________
4. Business Address: ____

5. Brief Resume of Education and Experience (attach if desired): ____________
   ____
   ____

6. Are you a registered voter? Yes ____ No ____
7. How long have you lived in Destin? Yrs. ____ Mos. ____
8. Do you hold a public office? Yes ____ No ____

9. At the present time, do you serve on a City Board, Commission or Committee?
   Yes ____ , No ____
   If yes, please identify: ____

10. PLEASE CHECK THE BOARDS, COMMISSIONS OR COMMITTEES ON WHICH YOU ARE INTERESTED IN SERVING:

    ______ Airport Committee
    ______ Community Services Committee
    ______ General Services Committee
    ______ Planning Commission *
    ______ Public Works Committee
    ______ Utilities Committee
    ______ Board of Adjustment *
    ______ Environmental Committee
    ______ Harbor Board *
    ______ Public Safety Committee
    ______ Recreation Committee
    ______ Waterways Committee

11. Please list your qualifications to serve on the above board(s), commission(s) or committee(s): ____
    ____

12. Would you consider serving on a committee other than the one(s) you selected above? Yes ____ No ____

SIGNATURE: ______________________________ DATE: ____________________

NOTE: Application is effective for one year from date of completion. If you have any questions, please contact the City Clerk's Office at (904) 837-4242.

* Financial Disclosure Form is required.

Questions for Consideration, Reading #3

1. What functions do local government boards, commissions and advisory committees perform? Are they necessary?

2. What boards, commissions or advisory committees currently exist in your local city or county government?

3. If you had the power to establish various city or county boards, commissions or advisory committees for your local area, what different volunteer groups would you propose, based on local issues or needs?

4. What qualifications would you think people should have in order to serve on one of the boards, commissions or advisory committees you proposed?

5. What do you think about the efforts to gain increased citizen participation in the City of Destin?

6. Do you think such an effort would work in your community? Why or why not?

7. If a local government tried to get the same level of participation from their citizens, how might they encourage individuals to volunteer for appointment?

8. Does Destin's application form seem to favor any type of person? Why do you think so?

9. What kind of person do you think serves on a local government board, commission or advisory committee? Why do you think so?

10. Does Destin's program seem to provide a good opportunity for the average citizen to participate in the development of selected public policy for the city? Why?

11. What additions or changes regarding boards, commissions and advisory committees might you suggest to this city?

Reading #4, "Career Opportunities in City and County Government"

Working for a local government probably represents one of the most personal ways to demonstrate citizen participation in city and county government activities. Local governments offer many enriching and satisfying careers.

The following are general descriptions of 67 Florida city and county government jobs, accompanied by the general education and training requirements for such positions. Not all cities or counties will have such positions available and this is not a complete listing of all the careers available in local government. Job titles may vary from local government to local government.

(Source: Florida League of Cities' salary survey, not dated. Modified and reprinted with permission.)

Accountant - Entry level professional accounting work in the preparation, analysis and verification of fiscal records. Bachelor's degree in accounting or business administration with major coursework in accounting.

Administrative Assistant - Administrative work assisting a department head or the City Manager/County Administrator. Studies, analyzes and evaluates the organization, develops recommendations; identifies and solves administrative and management problems. Provides technical assistance to other personnel in implementing new or modified systems. Bachelor's degree with experience in public administration preferred.

Administrative Secretary - Clerical work involving complex work methods. Prepares, processes and maintains specialized reports, records and forms. Interprets rules, regulations and procedures of the unit to which assigned. Maintains office files, prepares departmental reports and statistical data. Requires graduation from high school and two years of responsible clerical experience.

Animal Control Officer - Performs outdoor field work involved in the capture, detention and disposition of unlicensed, stray, uncontrolled or dangerous animals. Receives and responds to calls requesting assistance with animals. Enforces local animal ordinances and state or federal laws within specified area. Requires high school education, with Florida driver's license and some experience in handling animals.

Automotive Mechanic - Journey-level work in the overhaul and repair of light-, medium- and heavy-duty vehicles. Troubleshoots electronic/electrical and mechanical systems; replaces and repairs vehicle components. Requires a high school diploma and three years experience in vehicle maintenance.

Bookkeeper - Accounting work in the maintenance of financial records. Duties include posting accounts; classifying accounting documents; preparing payroll-related reports, payroll sheets and purchase orders; performing clerical tasks; and balancing accounts and ledgers. High school with special training or courses in accounting, bookkeeping and office practices and at least two years experience in full-time accounting duties.

Budget/Finance Director - Directs, organizes and coordinates the fiscal administration of the organization. Bachelor's degree in business, public administration or a related field and five years experience in governmental budgeting and management, including three years of supervisory experience.

Building Inspector - Inspects new and existing buildings and structures to enforce building, grading and zoning laws, and approves plans, specifications and standards. Observes conditions and issues notices for necessary corrections. High school and five years of specific vocational experience is required with the ability to meet the requirements of the Southern Standard Building Codes.

Building Maintenance Worker - Manual work performing semi-skilled and unskilled jobs involving building maintenance, repair and construction tasks. Includes performing minor repairs; use of standard hand tools; installation and maintenance of signs or irrigation systems; cleaning of rooms, floors and grounds; and unloading of trucks. Ability to understand and follow oral/written instructions. Valid Florida driver's license.

Building Official - Responsible for directing the administration of building, electrical, plumbing, gas, mechanical, zoning and flood control codes and related ordinances. Directs, reviews plans and supervises the issuance of permits. Bachelor's degree in building construction, architecture or civil engineering and five years experience in inspections, codes and ordinance administration.

Buyer - Purchases machinery, equipment, tools, parts, and other supplies or services and reviews requisitions. Requires a minimum of two years experience in large-scale public or private purchasing and an Associate of Arts (AA) Degree in business administration or a related field.

Carpenter - Journey Level - Skilled work in rough and finished carpentry. Work in construction, repair and estimation of required materials. Requires a high school diploma and two years experience.

Cashier - Receives cash or deposits, verifies amounts, records receipts in receipt book, and prepares funds for deposit. Prepares daily cash reports and maintains files. Requires high school graduation and experience in bookkeeping or in maintaining accounting records.

City/County Attorney - Directs and provides legal counsel to the organization. Requires possession of a Juris Doctorate from an accredited law school. Member of the Florida Bar, qualified to practice in federal and appeals court. Five years experience as a practicing attorney in legal research and trial work.

City/County Clerk - Department director with responsibility for maintenance of all official records. Directs the operation of the records retention and archives programs, facilitates Council/Commission meetings, records and produces minutes, and may conduct city elections. In smaller jurisdictions, the City Clerk may perform duties essentially the same as the City Manager, and may be elected or appointed. High school or bachelor's degree with considerable experience in office management or public administration.

City/County Engineer - Professional engineering work in the field of civil engineering. Bachelor's degree with specialization in civil engineering, and five years of professional civil engineering experience in highway design, construction, drainage and land development, including three years of supervisory/administrative experience. Requires registration as a Professional Engineer in the State of Florida.

City/County Treasurer - Professional financial management work in the investing, collection and custody of city/county monies and receipts. Plans, organizes and controls all investment and cash management programs; monitors accounting, budgeting and forecasting of revenues; authorizes disbursements; and approves and signs checks for expenditure of funds. Bachelor's degree in accounting or finance with five years of full time professional and supervisory experience in accounting or fiscal management.

City Manager/County Administrator - Appointed management official responsible for the overall operation of the city or county. Requires a bachelor's degree in business or public administration, master's degree preferred, and three years of experience as an Assistant Administrator or previous experience as an administrator.

Community Development Administrator - Directs zoning and development review, code and building services, water resources, environmental sciences, and planning. Bachelor's degree in business, public administration, construction, engineering or related field and six years of progressively responsible experience, including four years of supervisory experience.

Community Service Officer - Responsible para-professional in law enforcement work not requiring a sworn Police Officer. Performs a variety of patrol, enforcement and reporting functions in the initial response to non-hazardous and non-criminal calls for service. Must be physically fit and able to pass medical exam, agility exam and background investigations. High school, age 18 and a valid Florida driver's license. One year of experience or college desirable.

Custodian - Manual work involving cleaning of restrooms, floors, windows and furniture. Keeps inventory of supplies, picks up debris on grounds, opens and closes buildings for security, disposes of trash, delivers supplies or messages, and sets up tables and chairs for meetings. Ability to understand and follow oral instructions. Valid Florida driver's license.

Customer Service Representative - Deals with the general public, both in person and via telephone, answering inquiries, handling complaints and providing routine general information concerning city/county services and operations. Processes applications for occupational licenses, lot mowing, water, sewer and refuse services. Requires a high school diploma and some business experience, including typing.

Detective - Police investigative work in the collection of evidence. Uses standard police investigation methods, procedures and techniques to apprehend, indict and prosecute persons suspected of crimes against persons or property. High school with completion of police minimum standards courses and two years experience as a Police Officer.

Detention Officer - Receives, photographs, searches and fingerprints prisoners; records valuables; maintains order; conducts breathalizer tests; and maintains detention area. State of Florida certification required.

Dockkeeper - Performs routine public relations and maintenance duties involving the operation of the dock; regular safety inspection of dock structure, facilities and boats. Performs financial administration duties involving dock-related revenue and expenditures. Experience in marine facilities operation or related field and knowledge of vessels and their docking requirements.

Electrician - Journey Level - Skilled work in the installation, repair and maintenance of electrical systems and equipment. Journey-level license required.

Firefighter - Performs first-line work in fighting fires. Requires State of Florida Firefighter Certification.

Garage Superintendent - Directs and coordinates the maintenance, repair and reconditioning of automotive and other power-driven equipment of the city/county and the overall operation of the local government's garage. Keeps inventory of equipment, supplies and parts; purchases same; and consults with department head or City Manager/County Administrator on equipment purchases. High school, supplemented by additional skills in mechanics and shop practices, with considerable experience in the repair and maintenance of a variety of automotive equipment and supervisory experience.

Groundskeeper - Semi-skilled, directed manual labor involving construction, repair and general maintenance of grounds, athletic fields, courts, parks and other recreational facilities. Requires specific vocational experience in ground maintenance and lawn care. Must hold a valid Florida chauffeur's license.

Heavy Equipment Operator - Skilled work in operation of heavy-duty construction equipment. Requires experience and training in operation and maintenance of vehicles. Valid Florida driver's license.

Lab Technician - Performs laboratory tests, according to prescribed standards, to determine chemical and physical characteristics or composition of gaseous materials and substances for quality control, process control, or to determine conformity with specifications. Possession of a valid Florida Operator's Certificate and two years in chemistry (four years preferred).

Legal Secretary - Responsible for performing highly specialized work, including a wide variety of stenographic and clerical tasks. Exercises considerable initiative and tact in dealing with officials, governmental administrators and the general public. High school and two years of legal secretary experience.

Library Director - Professional management work in directing and coordinating the activities and facilities of a city or county library. Develops library collections, services and activities; promotes the system at public forums; and provides informational and management support to departments, the Council/Commission and City Manager/County Administrator. Master's degree in library science with progressively responsible professional library experience, including administrative or supervisory experience.

Lifeguard - Enforces rules and regulations in pool areas to prevent situations which are hazardous to the health and safety of pool patrons, through alert observation of the pool area, execution of rescue procedures and swimming instructions. Skill in swimming, lifesaving techniques and swimming instruction. High school with Water Safety Instructor Certification.

Management Information Systems Director - Directs data systems, data operations, records management and related information systems' development and installations. Bachelor's degree in business or public administration, computer sciences or related field and five years experience in electronic computer field, including three years of management or supervisory experience in a computer center.

Meter Reader - Routine field work in reading and recording readings of utility meters. Records readings, explains rates and rules to customers, reports meters in need of repair, and reports irregularities. Connects and disconnects meters; operates small truck; and performs maintenance on meters. Knowledge of geography of city/county and meter reading practices. Ability to deal with the public, walk for long periods and operate small truck under varying weather conditions.

"911" Operator - Receives emergency phone calls for police/fire service. Operates emergency dispatch terminals. Requires high school diploma and 25 wpm (words per minute) typing.

Painter - Skilled work in the painting of buildings, fixtures and equipment; estimates materials and equipment. High school diploma and two years experience.

Paramedic - Administers advanced life safety procedures and emergency care to the sick and injured. The paramedic is responsible for the functioning of the ambulance unit and the actions of the attendant and/or Emergency Medical Technicians (EMTs) assigned to the unit. Requires a high school diploma and Florida State Certificate as a Paramedic.

Parking Lot Attendant - Routine field work in the enforcement of city/county parking ordinances and regulations. Issues citations, explains procedures for disposition of tickets and reports violations other than parking to Police Department. Requires high school graduation and a valid Florida driver's license.

Parks Superintendent - Directs and coordinates the installation and maintenance of parks, park structures and landscaped areas of the city. Plans, organizes, directs and budgets for: the operations of parks, turf and tree maintenance; pest control; athletic field maintenance;

beach maintenance; and special event support. Bachelor's degree in horticulture, landscape architecture or related field with four years experience, including supervisory experience in the design, development, and maintenance of parks and facilities.

Personnel Officer - Professional public personnel work in areas such as recruitment, classification, compensation, training, employee benefits and special projects. Usually supervises technicians, analysts or clerical employees and assists Personnel Director. May conduct or supervise some of the following duties: position audits; preparation of classification specifications, revisions, abolishments, consolidations; collection, compilation, analysis of salary and fringe benefit data; validation and preparation of exams; position evaluations; recruitment, in-service training or employee development programs; and maintenance and updating of employee status and employment history records. Bachelor's degree with four years related experience or graduate work in the field.

Planning Director - Directs the coordination of an urban planning program, including the coordination, development and carrying out of the comprehensive plan and amendments to the plan, site plans, drawings and reports. Master's degree in planning with two years experience or bachelor's degree in related field with three years professional public planning experience.

Plant Operator A - Supervisory level work in controlling treatment plant machines and equipment to purify and clarify water for human consumption and for industrial use. Signs state reports, confirms safe water conditions. High school supplemented with courses in chemistry or mathematics or bachelor's degree in chemistry. Possession of a valid Florida "A" Operator Certificate.

Plumber - Journey Level - Work in the installation, repair and maintenance of plumbing fixtures and accessories. Journey-level license required.

Police Officer - Field work in the prevention, detection and investigation of crimes. State of Florida requirements for certification.

Printer - Sets type according to copy and operates cylinder or automatic platen press to print complete job order. Starts press, examines printed sheets and adjusts press when printing is defective. Cleans ink rollers at end of run. Requires graduation from high school and one year of specific vocational experience.

Programmer - Technical work involving programming of computers and systems analysis tasks, including the design, testing, improvement and implementation of computerized data processing systems, programs and procedures. Bachelor's degree or vocational school training in computer science.

Public Information Officer - Plans and conducts public relations programs designed to create and maintain a favorable public image for the organization. Bachelor's degree with major coursework in public relations, journalism, English or communications and four years experience in public relations and news writing.

Public Utilities Director - Directs the overall operations of the water and sewer system. Plans, directs and coordinates the treatment and distribution of pure water and the collection, treatment and disposal of sewage. Duties include coordination with consulting engineers to develop long- and short-range expansion or re-construction plans. Bachelor's degree in civil or sanitary engineering, with progressively responsible utility engineering and management experience.

Public Works Administrator - Directs water, sewer, solid waste, street and other public works activities. Bachelor's degree in engineering or related field, six years of experience in utilities, including three years in a supervisory or administrative capacity.

Purchasing Agent - Coordinates the purchasing of a wide variety of supplies, materials and equipment for departments. Bachelor's degree in business, public relations, marketing or a related field and five years of experience.

Recreation Superintendent - Directs and coordinates a community recreation program, including: playgrounds, community centers, special athletic and tournament programming, arts and crafts, and social events for all age groups. Maintains records and prepares reports and budget. Bachelor's degree in recreation, leisure services or related field with five years of progressively responsible experience, including supervisory experience, or equivalent combination of experience and training.

Refuse Collector - Routine manual work in the collection of trash or garbage. Requires physical strength to lift and pull heavy objects and a valid Florida driver's license.

Sanitation Superintendent - Directs and coordinates the collection, trucking, transfer and disposal of garbage and trash. Establishes collection routes and schedules, recommends and assists in determining type and specifications for equipment, coordinates inspection of equipment, inspects operations and facilities, maintains records, and prepares reports and budget. High school with five years of refuse collection experience, including supervisory experience.

Secretary - Clerical and secretarial work of limited variety and complexity, including: transcribing dictation; opening, sorting, and routing mail; and composing routine correspondence for supervisor's signature. High school and the ability to type.

Security Guard - Enforcement of state, county and city laws as they relate to use of public beachfront and other public property. Requires graduation from high school and one year public contact experience.

Social Services Director - Directs family, health and veterans' services, or other social programs. Bachelor's degree in social science or a related field and four years of responsible experience in social service programs, including one year of supervisory experience.

Superintendent of Wastewater - Directs sanitary sewer engineering and maintenance operations for the organization. Bachelor's degree in civil or sanitary engineering and extensive responsible experience in city/county sanitary engineering work.

Superintendent of Water - Directs the water filtration, pumping and distribution system of an organization. Bachelor's degree in civil, hydraulic or mechanical engineering, or closely related field and five years of experience in water system operations, construction and maintenance.

Surveyor - Supervises survey crews. Prepares schedules for projects, provides training and develops work methods/procedures. Bachelor's degree in civil engineering or a related field and considerable professional surveying experience. Registration as a Land Surveyor in the State of Florida.

Switchboard Operator - Performs routine work in operating a telephone switchboard, carrying a heavy traffic load. Work requires placing, answering and transferring calls. Requires graduation from high school and at least six months experience in the operation of a switchboard.

Transportation Director - Directs traffic planning, traffic operations, computer system development, street design and traffic-related inspections. Bachelor's degree in engineering and experience in traffic planning, design, construction and/or management. Registration as a Professional Engineer in the State of Florida required.

Unskilled Laborer - Manual work in construction and maintenance. Patches holes in road with asphalt or rock; installs road signs; clears brush from roadside; loads and unloads heavy material from trucks; moves equipment and large bulky objects; maintains building facilities and grounds; and operates tractor-mower, small truck and hand tools. Some experience with simple tools used in maintenance and construction work, physical strength to lift and pull heavy objects, ability to follow and understand written/oral instructions. Valid Florida driver's license.

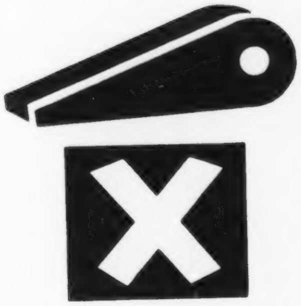
Well Inspector - Inspects and certifies well construction. Inspects and tests well installations for adherence to approved plans and specifications and for compliance with local, state, regional and national regulations. High school and one year of specific vocational experience. Employee must hold a valid Florida driver's license.

Word Processor - Skilled work in the operation of word processing equipment in a large work unit supporting professional personnel. Requires graduation from high school and experience in the operation of word processing equipment, with above-average typing skills.

Zoning Director - Directs and coordinates the planning, inspection and enforcement of regulations relating to zoning, landscaping and signage. Interprets and recommends changes in provisions governing land development. Bachelor's degree in planning, public administration or related field with four years progressively responsible experience in public zoning or development regulations and supervisory experience.

Unit 5 - Lesson 2

"Running for Local Government Office"



Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 5 - Lesson 2

"Running for Local Government Office"

RATIONALE:

This lesson introduces the reader to one aspect of direct citizen involvement in local government--that of participating in a campaign for possible election to a local office. Like any good organizational plan, a campaign strategy involves establishing goals and related objectives, along with identifying activities that will accomplish those goals and objectives, within an identified time frame. These critical-thinking skills are necessary for a successful local campaign. This lesson may encourage the reader to get involved in local election campaigns, whether directly or indirectly, and perhaps may even spark interest in serving as a candidate for local office sometime in the future.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: campaign goals, objectives and activities; and Maslow's hierarchy-of-needs;

2. analyze recognized steps to successful campaigning and organize them in the format of goals, objectives and activities; and

3. relate local government candidate campaign statements to Maslow's hierarchy-of-needs.

MATERIALS AND RESOURCES:

1. Activity #1, "The Goals, Objectives and Activities of a Successful Campaign"; and Reading #1, "A Strategy for a Successful Campaign."

2. Activity #2, "Deciding to Run."

BACKGROUND INFORMATION:

The ultimate form of citizen participation in local government is to run for local office, win and then serve in the position. Very few citizens ever experience the exhilaration of attempting a campaign for elected office. One reason for their reluctance could be their lack of knowledge about how to conduct a campaign or even how to get started.

With this backdrop, State Representative Susan Guber wrote a "how to" book on conducting a campaign. The campaign directions in the book are written for people contemplating running for the first time. The information is very applicable to a campaign for local government office. While it is not necessary to read the book to do this lesson, the reader may wish to acquire the book for reference purposes. The book has the following bibliographic citation:

> Guber, Susan. How to Win Your First Election: The Candidate's Handbook. Miami: The Pickering Press, 1988.

The reader is referred to Reading #1 of this lesson for an overview of the Guber model. The model is fairly self-explanatory and the approach used by Ms. Guber is highly practical in nature. In the model, the reader is shown that, like any good organizational plan, a campaign strategy involves establishing goals and related objectives, along with identifying activities that will accomplish those goals and objectives, within an identified time frame. These critical-thinking skills may be useful to the reader in a number of future endeavors, as well as introducing how necessary such skills are to a successful local campaign.

The reader may wish to consider the following questions while working on Activity #1:

1. Why is it important to clearly establish goals, objectives and activities before beginning a local campaign?

2. How difficult is it to get elected to local office?

3. How expensive do you think it is to run a successful local election?

4. How much time before election day should a candidate set aside to do the things necessary to win?

5. Why do you suppose a person is willing to do all these things in order to win a local elected office?

This lesson also introduces the reader to the fact that, in a campaign, candidates for local office (as well as other governmental offices) are motivated to run for office. A large factor in that motivation is the individual's personal needs. Maslow's hierarchy-of-needs is used as a means to encourage the reader to analyze campaign statements as they relate to these motivating factors which are often the key to whether one wants to vote that particular person into office to serve the respective city or county.

From an individual perspective, readers can begin thinking about their own needs and motivations in terms of their personal life and career. Such an awareness should make readers more cognizant of these elections which greatly affect the leadership of their local governments. It may also encourage them to get involved in local election campaigns, whether directly or indirectly, and perhaps may even spark their interest in serving as a candidate for local office sometime in the future.

VOCABULARY:

campaign goals, objectives and activities - those steps and desired actions, arranged within a given time frame, that make up a campaign plan.

Maslow's hierchy-of-needs - a model of motivation developed by Abraham Maslow, based on the proposition that humans are primarily motivated by different needs and that these needs are arranged in a hierarchy or order; these needs, in ascending order, include: physical needs, safety needs, the need for love, self-esteem and self-fulfillment.

Activity #1, "The Goals, Objectives and Activities of a Successful Campaign"

This activity introduces the reader to the use of goals, objectives and activities in local election campaign planning, a technique that has become prevalent in organizational planning. The particular campaign goals, objectives and activities listed were derived and reprinted with permission from the publication, How to Win Your First Election, by Susan Guber. (Note: Although the ideas are consistent, some adaptations have been made in Ms. Guber's model to suit the demands of this lesson.)

Political campaigns are long and complex endeavors. This is true whether the campaign is a local one or a national one. When faced with planning a long and complex task, organizations try to systematically break-down the planning into meaningful parts. It has been demonstrated that if campaign planners ask themselves meaningful questions before acting they will avoid wasting time and effort.

The first thing campaign planners ask is: What are the overall goals of the endeavor? Goals are statements about how one wants things to change, or be maintained by, the planned activity. In an election, of course, the overall goal is to win the election; that is, to get more votes than the opponent(s).

For this activity, then, the following goals are identified:

OVERALL GOAL: To win the election.

CAMPAIGN GOAL #1: To adequately align necessary resources for a successful election campaign.

CAMPAIGN GOAL #2: To satisfactorily conduct helpful campaign activities.

CAMPAIGN GOAL #3: To identify and manage personal factors that affect the success of the campaign and personal peace of mind.

STEP 1. Now that you know what you want to accomplish in the most general sense, planning should proceed to more narrow steps. At the next level, a campaign planner will think of objectives that would lead to each goal. On the next two pages are three groups of objectives which have been identified as being useful in attaining the above campaign goals. Study the list and see if you can logically match each group of objectives to the appropriate goal. An Answer Key is provided.

CAMPAIGN GOAL #1 goes with the objectives in Group ____.

CAMPAIGN GOAL #2 goes with the objectives in Group ____.

CAMPAIGN GOAL #3 goes with the objectives in Group ____.

Group A objectives:

- To decide to run.
- To establish campaign ethics.
- To deal with personal emotions.
- To handle election day.

Group B objectives:

- To get involved in community groups and activities.
- To gather useful information from the county Supervisor of Election's Office. (This county office has data on previous elections, how different geographic areas voted and party registration information.)
- To spread the word of your candidacy to influential people.
- To set up a campaign headquarters.
- To raise the necessary money.
- To hire a campaign staff.
- To define the campaign issues.

Group C objectives:

- To make effective speeches.
- To find and use volunteers.
- To use the mail and media.
- To use public signs.
- To create a public image.
- To establish a door-to-door strategy.
- To deal with candidates' forums (candidate panel discussions) and opponents.
- To handle the screening by interest groups.

- To campaign in the schools.
- To campaign in ethnic communities.
- To create a phone bank.
- To organize poll watchers.

STEP 2. Finally, campaign planners need to think what specific activities need to take place in order to ensure success. Since it would be too time consuming to ask you to think of a list of activities for each of the above objectives, some objectives and activities are listed below. For each of the objectives listed below and on the next two pages, select the corresponding activity (a, b or c). An Answer Key is provided. In addition, there is space for you to write in an additional activity that you think might help accomplish the listed objective.

OBJECTIVE: To get involved in community groups and activities.

Which of the following activities matches with this objective?

a. Research the voting history of the area for an indication of your chances of gaining votes.

b. Take a direct and active role in community projects and events.

c. Establish a campaign headquarters keeping in mind comfort, proximity and cost.

Another activity to reach this objective is: ______________________________

____

OBJECTIVE: To raise the necessary money.

Which of the following activities matches with this objective?

a. Read newspapers, watch television and listen to the radio.

b. Identify volunteers or local activists who could serve as part- or full-time staff.

c. Send a letter from you or a friend asking for funds on your behalf. Include contribution envelopes in your mailing.

Another activity to reach this objective is: ______________________________

____

OBJECTIVE: To find and use volunteers.

Which of the following activities matches with this objective?

a. Learn how community programs can help teach one the art of speech making.

b. Plan out your volunteer work to optimize your use of volunteers, but not overuse or take advantage of them.

c. Hire a political consultant to help with public relations and the media.

Another activity to reach this objective is: ______________________________

____

OBJECTIVE: To use public signs.

Which of the following activities matches with this objective?

a. Use discretion and taste in choosing size and placement of signs.

b. Get to know the rules and customs at various events before you campaign there.

c. Buy a list of the registered voters of your party, arranged by street.

Another activity to reach this objective is: ______________________________

____

OBJECTIVE: To handle the screening by interest groups.

Which of the following activities matches with this objective?

a. Maintain a good relationship at all times with your opponents.

b. Know the procedure for campaigning in an ethnic community.

c. Be honest in your answers to questions.

Another activity to reach this objective is: ______________________________

____

Answer Key, Activity #1

STEP 1.

CAMPAIGN GOAL #1 goes with the objectives in Group B.

CAMPAIGN GOAL #2 goes with the objectives in Group C.

CAMPAIGN GOAL #3 goes with the objectives in Group A.

STEP 2.

OBJECTIVE: To get involved in community groups and activities.

Activity b. Take a direct and active role in community projects and events.

(Another activity may be listed; answers will vary.)

OBJECTIVE: To raise necessary money.

Activity c. Send a letter from you or a friend asking for funds on your behalf. Include contribution envelopes in your mailing.

(Another activity may be listed; answers will vary.)

OBJECTIVE: To find and use volunteers.

Activity b. Plan out your volunteer work to optimize your use of volunteers, but not overuse or take advantage of them.

(Another activity may be listed; answers will vary.)

OBJECTIVE: To use public signs.

Activity a. Use discretion and taste in choosing size and placement of signs.

(Another activity may be listed; answers will vary.)

OBJECTIVE: To handle the screening by interest groups.

Activity c. Be honest in your answers to questions.

(Another activity may be listed; answers will vary.)

Reading #1, "A Strategy for a Successful Campaign"

(Source: Guber, 1988. Slightly modified and reprinted with permission.)

I. **OVERALL GOAL:** To win the election.

A. **CAMPAIGN GOAL #1:** To adequately align necessary resources for a successful election campaign.

OBJECTIVE #1: To get involved in community groups and activities.

Activity #1: Increase your political awareness and visibility by getting involved in community organizations such as charities, political clubs, chambers of commerce, parent teacher association's (PTAs) and other special interest groups.

Activity #2: Take a direct and active role in community projects and events.

Activity #3: Gain access to the media by becoming a spokesperson for an organization.

OBJECTIVE #2: To gather useful information from the county Supervisor of Election's Office.

Activity #1: Get to know your local elections office personnel and find out what resources the elections office can provide you.

Activity #2: Study the geographic composition of the area you intend to represent.

Activity #3: Research the voting history of the area for an indication of your chances of gaining votes.

Activity #4: Consider the type of election year in which you will be a candidate.

Activity #5: If necessary, enlist the help of a political scientist to assist in analyzing the implication of the information you collect.

OBJECTIVE #3: To spread the word of your candidacy to influential people.

Activity #1: Make a list of all the people you know in the community.

Activity #2: Set up appointments or call as many of the people you know as possible.

Activity #3: Keep a record of all meetings and telephone calls.

Activity #4: Follow up meetings with letters of thanks, resumes, endorsements and contribution cards.

OBJECTIVE #4: To set up a campaign headquarters.

Activity #1: Establish a campaign headquarters keeping in mind comfort, proximity and cost.

Activity #2: Furnish headquarters with enough phone sets, phone lines, a copier, and one or two typewriters. These can be purchased, borrowed or rented. A computer is also a wonderful tool to have.

OBJECTIVE #5: To set campaign priorities. That is, place time constraints on remaining objectives and activities.

OBJECTIVE #6: To raise the necessary money.

Activity #1: Make a list of all business and community leaders, interest groups and individuals who may be able to contribute to your campaign.

Activity #2: Personally visit with each potential contributor.

Activity #3: Send a letter from you or a friend asking for funds on your behalf. Include contribution envelopes in your mailing.

Activity #4: Organize fund-raising events that include your current and potential contributors.

Activity #5: Thank each contributor personally and promptly.

Activity #6: Maintain a personal record of all monies received.

OBJECTIVE #7: To hire a campaign staff.

Activity #1: Target the type of workers needed for the campaign.

Activity #2: Identify volunteers or local activists who could serve as part- or full-time staff.

Activity #3: Ask elected officials in your area for recommendations of people who helped them with mailings, public relations and staff.

OBJECTIVE #8: To define the campaign issues.

Activity #1: Read newspapers, watch television and listen to the radio.

Activity #2: Become familiar with the issues. Keep an up-to-date clipping file.

Activity #3: Ask people what issues are important to them.

B. **CAMPAIGN GOAL #2:** To satisfactorily conduct helpful campaign activities.

OBJECTIVE #1: To make effective speeches.

Activity #1: Take public speaking training.

Activity #2: Learn how community programs can help teach one the art of speech making.

Activity #3: Ask good speakers how they started out, and watch them for ideas on how to handle oneself effectively.

OBJECTIVE #2: To find and use volunteers.

Activity #1: Hire a volunteer coordinator.

Activity #2: Cultivate a group of volunteers.

Activity #3: Plan out your volunteer work to optimize your use of volunteers, but not overuse or take advantage of them.

Activity #4: Thank volunteers in an appropriate way.

OBJECTIVE #3: To use the mail and media.

Activity #1: Hire a political consultant to help with public relations and the media.

Activity #2: Find out from your post office how to go about using bulk mail.

Activity #3: Use bulk mail to gain voter recognition, endorsements and contributions.

Activity #4: Use newspaper, radio and/or television ads to gain name recognition.

OBJECTIVE #4: To use public signs.

Activity #1: Decide on the types of signs you want to use in your campaign.

Activity #2: Work to install signs in strategic places.

Activity #3: Use discretion and taste in choosing size and placement of signs.

OBJECTIVE #5: To create a public image.

Activity #1: Get to know the rules and customs at various events before you campaign there.

Activity #2: Dress neatly, conservatively and, above all, comfortably for the occasion.

Activity #3: Pick a complementary color for your theme and wear it often. Use it in your signs, literature and advertising.

OBJECTIVE #6: To establish a door-to-door strategy.

Activity #1: Buy a list of the registered voters of your party, arranged by street.

Activity #2: Divide the list into precincts and the precincts into manageable walks.

Activity #3: Get literature and volunteers.

Activity #4: Begin visiting homes at least six months before the election. (Note: this time frame may need to be adjusted for local government elections involving a shorter time frame for the campaign.)

Activity #5: Spend no more than two hours a day walking.

Activity #6: Record each voter's response to your visit.

Activity #7: Follow up with telephone calls to voters who were out when you called.

OBJECTIVE #7: To deal with candidates' forums and opponents.

Activity #1: Maintain a good relationship at all times with your opponents.

Activity #2: Never concern yourself with others' campaigns. Instead, channel all your energy into your own campaign.

OBJECTIVE #8: To handle the screening by interest groups.

Activity #1: Find out the issues that concern a special interest group before you go to be interviewed.

Activity #2: Be honest in your answers to questions.

Activity #3: Be a gracious loser if a particular group fails to endorse you.

Activity #4: Do not agree to be screened by organizations you do not support. You may be embarrassed by their endorsement.

OBJECTIVE #9: To campaign in the schools.

Activity #1: Find out when parent teacher association (PTA) meetings take place.

Activity #2: Get permission to attend.

Activity #3: Before and after meetings, talk to people.

Activity #4: Try to get introduced to the audience.

Activity #5: Send a thank you note to the president.

OBJECTIVE #10: To campaign in ethnic communities.

Activity #1: Know the procedure for campaigning in an ethnic community.

Activity #2: Use a consultant from that community, if necessary, to guide you.

Activity #3: Target mailings and advertising that will appeal to the citizens in those communities.

OBJECTIVE #11: To create a phone bank.

Activity #1: Find a central location with several phone lines for a phone bank.

Activity #2: Have your volunteer coordinator organize people to make phone calls.

Activity #3: Write a short message for callers to read over the phone.

Activity #4: Keep records of all phone calls made.

OBJECTIVE #12: To organize poll watchers.

Activity #1: Find out if your county election's office allows people to serve as poll watchers.

Activity #2: Have volunteers fill out necessary forms.

Activity #3: Call poll watchers to remind them of their duty.

Activity #4: Have poll watchers pick up names of voters 24 hours before election.

Activity #5: Have reserve volunteers at headquarters to trouble-shoot if someone fails to show up.

C. **CAMPAIGN GOAL #3:** To identify and manage personal factors that affect the success of the campaign and personal peace of mind.

OBJECTIVE #1: To decide to run.

Activity #1: Before you start campaigning, know your reasons for deciding to run and be able to articulate them. People will ask!

OBJECTIVE #2: To establish campaign ethics.

Activity #1: Use good taste and the Golden Rule: "Do unto others as you would have others do unto you." It is the best way to keep a campaign clean and ethically sound.

Activity #2: Do not concern yourself with your opponent's misfortunes.

OBJECTIVE #3: To deal with personal emotions.

Activity #1: Begin the activities of the campaign with enough time to avoid stress.

Activity #2: Focus on your own race, not your opponent(s).

Activity #3: Keep fit and in tune with your biological clock.

Activity #4: Accept the outcome of the election, remembering that you have won by just running for office with all the new skills you have learned and the people you have met.

OBJECTIVE #4: To handle election day.

Activity #1: Make plans to keep busy during election day.

Activity #2: Rest up for the long night ahead.

ACTIVITY #2, "Deciding to Run"

Why does someone decide to run for office? It is strongly recommended that candidates give this question a great deal of thought. People will ask a candidate that question and expect a clear presentation of the reasons that motivated the candidate. Of course, this is a personal factor. Each person is motivated to run for a variety of different reasons.

A psychologist who gave the question of "motivation" a great deal of study was Abraham Maslow. He developed a famous model about motivation. It is known as Maslow's hierarchy-of-needs.

Maslow postulated that humans are primarily motivated by needs and these needs are arranged in an order or hierarchy. First, there are the lower level needs, the **physical** needs (need for food, water, sleep and sex). The next level of needs is **safety** or protection from danger. Following safety is **love** and this is followed by **self-esteem** (the feeling that one is important). The highest level need is **self-fulfillment** (the feeling that one wants to do what is truly a reflection of their own nature). Before moving up the hierarchy, one must satisfy the lower-level needs, which are generally ongoing needs.

Below are a list of statements made by candidates for local office. For each statement, identify what level on Maslow's hierarchy the quote relates to and why. An Answer Key is provided.

Maslow's hierarchy-of-needs:

self-fulfillment
self-esteem
love
safety
physical

1. "I have the experience needed to fill this position and feel that I can offer the city and its citizens true leadership capabilities."

   This quote relates to Maslow's level of ____________________

   because ______________________________.

2. "An ever-growing problem in our area is the homeless. I'm just a country boy myself, and I know what it's like to go hungry and to go without adequate shelter. If elected, one of my priorities will be to address this social issue through work with our community service agencies."

   This quote relates to Maslow's level of ____________________

   because ______________________________.

3. "I was born and raised here. This is my home. Next to God and my family, the future of this community is right up there."

   This quote relates to Maslow's level of ______________________________

   because ______________________________________.

4. "It has always been my nature to serve my fellow man. If elected as your County Commissioner, I will have reached the pinnacle of my career."

   This quote relates to Maslow's level of ______________________________

   because ______________________________________.

5. "This city is in dire need of adequate roads. If elected..."

   This quote relates to Maslow's level of ______________________________

   because ______________________________________.

6. When asked, what would you want a candidate you were going to vote for to say were his/her reasons for running for local office?

   ____

   ____

   ____

   ____

   To what level(s) of Maslow's model would this statement relate?

   ____

   ____

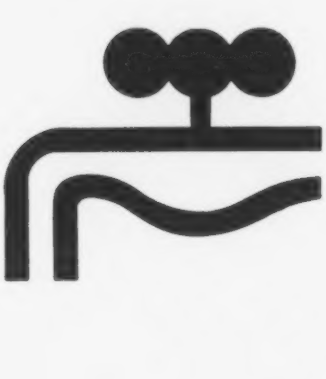
The important outcome of this activity is to think about local government campaigns and to begin analyzing the various candidates' positions. Hopefully, the campaign activities and statements will be representative of the type of leadership the candidates would provide if elected to local office.

Answer Key, Activity #2

1. self-esteem
2. physical
3. love
4. self-fulfillment
5. safety
6. (answers will vary)

Unit 6 - Lesson 1

"Water Management at the Local Government Level"



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The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 6 - Lesson 1

"Water Management at the Local Government Level"

RATIONALE:

One of the most important commodities offered to residents by Florida cities, and some urbanized counties, is potable, safe water. It goes without saying that without water a community cannot survive. All of us are constant consumers of water--for drinking, watering our lawns, washing our clothes, bathing, washing our cars and the like. However, we rarely think of water as a precious resource, the absence of which will alter all of our lives. This lesson aims at providing the basis for readers to think about water as a valuable resource and to explore ways in which they can participate in decisions made at the local government level regarding water usage and management.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: aquifer, groundwater, primary water standards, reverse osmosis, secondary water standards, sewage, surface water and water quality laboratory;
2. name the three means by which most city governments in Florida secure their fresh water supply, emphasizing the manner in which the water is secured in their own community;
3. describe at least five routine tasks that the average person performs daily involving the use of water and describe five ways in which water is used to perform other societal tasks (for example, cleaning the streets);
4. explain the process for purifying sewage and name the three major means of disposing of such treated wastewater;
5. suggest at least two ways in which local governments may provide for better and more abundant water in the most economical manner; and
6. outline a plan to influence the decisions made about water management in the local community.

MATERIALS AND RESOURCES:

1. Reading #1, "City May Soon Ease Water Restrictions," and Questions for Consideration.

2. Activity #1, "How Do We Obtain Clean, Safe Water?"

3. Optional Activity: Florida League of Cities' videotape, "Your City's Water: Where it comes from, Where it goes," available from the Florida League of Cities (see Appendix B) and available, on loan, from the various local and regional municipal leagues.

   Questions to consider when viewing the videotape include:

   - How is water secured in our state? How much does it cost city governments and, in turn, the citizens of our state to secure this water?
   - What would happen if the water reserves now available were depleted?
   - As an individual, what can you do to assure that clean water supplies will be available in your community?
   - What can you recommend to your family and friends about citizen responsibility in terms of maintaining fresh water supplies? What would you recommend to Florida local governments as they plan for the future?

BACKGROUND INFORMATION:

(Source: Script from Florida League of Cities' videotape, "Your City's Water; Where it Comes From, Where it Goes." Portions reprinted with permission.)

The availability of water, a precious natural resource, is something that most of us take for granted. When we turn on the shower, make a cup of coffee or fill up a glass of water to drink, we assume the water is clean and do not even give it a second thought.

Most city governments, and some county governments in urban (densely populated) areas, are in the business of providing clean water for citizens and disposing of dirty, used water. (Note: In most unincorporated areas served by county government and in some cities, clean water and wastewater disposal/treatment are provided through a private company, an electric cooperative and/or through private wells.) This lesson addresses the involved process by which local governments provide clean water and dispose of wastewater.

Fresh water supplies in Florida are a precious natural resource. The most common source of water in Florida is **groundwater**, which is located sometimes hundreds or thousands of feet underground in what are called **aquifers**. Aquifers are nature's water storage tanks located deep in the earth. Through wells drilled down to these aquifers by local governments and through the use of pumps, this water is tapped for local usage. These aquifers are refilled by rain water and surface water that seeps down through the many layers of earth, the ground operating as a filter to retain any impurities and to provide clear, uncontaminated water. There are four large aquifers in Florida, located at different depths and levels, which sometimes overlap each other. These aquifers include: the Sand and

Gravel Aquifer, the Floridan Aquifer, the Biscayne Aquifer and the Hawthorne Aquifer. From which aquifer does your community obtain water? It is estimated that these aquifers have about one quadrillion gallons of water in storage, which is about one-fifth of the amount of water contained in the Great Lakes.

Another way that local governments secure water is by using **surface water**, rain water or spring water that collects in lakes and rivers. This water may be purified at treatment facilities and then piped into homes or businesses.

With Florida surrounded for the most part by saltwater, a technical method to create fresh water is through **reverse osmosis**. Used by only a small number of cities because of the complicated process and extensive costs involved, this method involves a process by which salt, minerals and other impurities are filtered out from saltwater by a very tiny membrane through which only water molecules are allowed to pass.

Areas of Florida are so diverse that local governments must study their own local region to determine the best method available for the needs of their citizens. Since cities use tax dollars to operate, they must look for the most efficient and cost-effective way to provide fresh, clean water.

Not all water that is pumped from aquifers or piped in from surface water is considered suitable for use or consumption by residents. There are many state and federal regulations that must be met to ensure that the highest quality of water is made available on a consistent basis. These regulations are grouped into two standards that must be followed. The **primary water standards** are those which affect one's health. The **secondary water standards** are concerned with the aesthetics of the water, for example, the color, taste or odor of the water. These standards are strictly enforced.

Local governments are required to test for some 180 to 200 elements which may be found in the water supply. Too much of any element is a potential pollutant. As indicated in the article on Tallahassee (Reading #1), **water quality laboratories** monitor the levels of such elements as fluoride, iron, mercury and pesticides in water supplies, using acceptable limits of such elements established by federal and state regulations as a guideline. Water quality technicians conduct extensive tests to detect traces of any impurities and then take the necessary steps to eliminate these traces from the water. Generally, groundwater requires much less purification than surface water. Since water must be piped into homes and businesses, the state requires that chlorine be injected into water systems so that disinfection is guaranteed.

Once water has been used, the dirty water or **sewage** must be disposed of by the local government. Sewage is considered anything that is poured down the drain, such as dirty dish water, water from the shower or bathtub, or waste from the toilet. The treatment of this wastewater is an involved and time-consuming process. Sewage is piped from homes and industries back to a central facility. The treatment process begins with a screening to remove any large items, such as plastics or wood, that may damage the pumps. The second step is to remove any organic materials, such as sand, from the wastewater. The process used is similar to the way miners in the 1800s used to sift for gold. The remaining wastewater is put into large holding tanks, where it is aerated. In this eight- to 10-hour process, air is constantly forced up from the bottom of the tank, where tiny micro-organisms consume the remaining bacteria in the wastewater. The city or county government needs to guard constantly against sewage or dirty water being mixed with water for local consumption. The water that remains is treated with chlorine and other disinfectants to finish the purification process.

Once the water is clean, it can be used or disposed of in three ways: it can be used to irrigate agricultural crops; it may be put back into the natural water cycle by introducing it to surface water; or deep well injection may be used, where wells are drilled about one mile deep into which the treated water is pumped.

It is estimated that an individual in your community uses approximately 125 gallons of water daily. Multiplied by the 12 million Florida residents, this means that around 1.5 billion gallons of water are consumed by the residents of Florida in a single day! What would that consumption figure be for a year?

VOCABULARY:

aquifer - nature's water storage tanks for collecting groundwater deep in the earth.

groundwater - the most common source of water in Florida, collected naturally in aquifers located deep in the earth.

primary water standards - water quality standards that must be applied by local government as they affect individual health.

reverse osmosis - a technical process by which salt, minerals and other impurities are filtered out of saltwater to create freshwater.

secondary water standards - water quality standards that must be applied by local government to determine the aesthetic aspects of water, such as odor, color and taste.

sewage - dirty, used water (wastewater) that is poured down the drain, including dirty dish water, water from the shower or bathtub, or waste from the toilet.

surface water - rain water or spring water that collects in lakes and rivers.

water quality laboratory - a laboratory whose staff monitors water supply for levels of such elements as fluoride, iron, mercury and pesticides, following state and federal guidelines for acceptable limits.

Reading #1, "City May Soon Ease Water Restrictions"

After reading this article, review the Questions for Consideration that follow.

Tallahassee Democrat, October 4, 1990
By Melissa V. Leon, Democrat Staff Writer
Section B, pages 1 and 4
(Reprinted with permission.)

City water consumers may not have to adhere to water usage restrictions much longer.

Within the next two weeks, an odd-even watering rule--which has been in effect since the city shut down six contaminated wells--will be dropped, said Bill Leseman, superintendent of the city's water-quality lab. The voluntary water schedules began in March.

Three of six wells, now being treated to remove a chemical contaminant, tetrachloroethylene, also know as PCE, will go back on line in mid-October, Leseman said. The contaminant is believed to cause liver cancer in animals.

Leseman said the remaining three wells will start up soon after.

Meanwhile, Leseman said, residents are urged to continue to save water by sticking to the plan until the wells are back in full swing, which would help ease demands on the city's water system.

Under the plan, odd-numbered addresses water on odd days, while people with even-numbered addresses water on even days.

Leseman said the restriction was imposed because of extremely hot weather and the significant decrease in the amount of rainfall.

Although rainfall doesn't directly affect the city's water supply, it does decrease the amount of water that has to be pulled from the city's system, Leseman said.

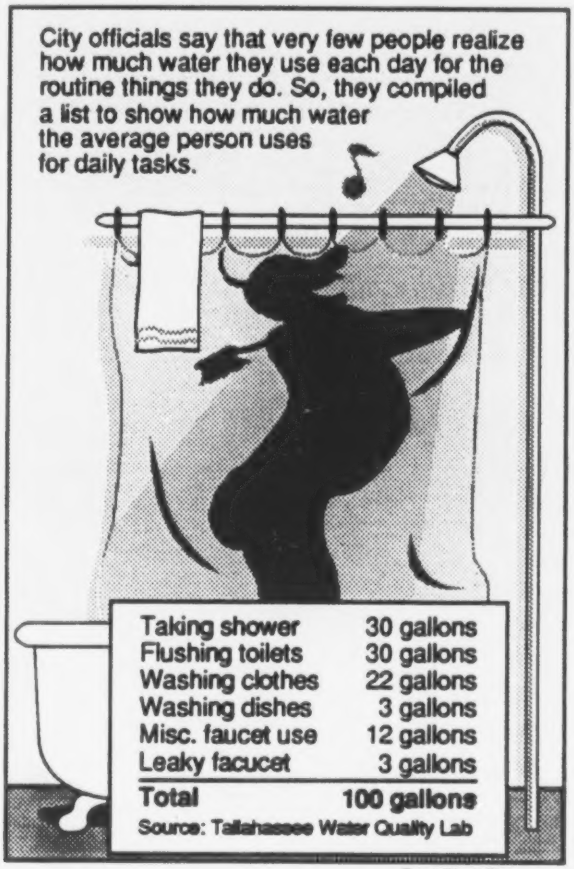
"The problem comes when everyone gets off at 5 o'clock and runs home to water their yards at the same time," he said. "It boils down to us being able to pump enough water fast enough to accommodate the demand."

If it rains a lot, Leseman said, people don't have to water their lawns as much, which means residents don't use as much water, and don't put such great demands on the system.

The normal amount of rain for the months of June through September is about 28 inches, said Greg Mollere, a forecaster with the National Weather Service. This summer, during the same period, only 18 inches of rain were reported.

Last year, Mollere said, the rainfall was above the norm, about 17 inches, because of the frequent number of thunderstorms that drenched the city almost daily.

"There is plenty of water for routine stuff, like washing and bathing and everything else that goes on, but people have to know that we should not take advantage of the water supply."



City officials say that very few people realize how much water they use each day for the routine things they do. So, they compiled a list to show how much water the average person uses for daily tasks.

Taking shower	30 gallons
Flushing toilets	30 gallons
Washing clothes	22 gallons
Washing dishes	3 gallons
Misc. faucet use	12 gallons
Leaky facucet	3 gallons
Total	**100 gallons**

Source: Tallahassee Water Quality Lab

Fred Clark/Democrat

Questions for Consideration, Reading #1

1. What does the chart indicate about individual routine water consumption? In comparison to your own water consumption, is 100 gallons of water consumption a day per individual too much or too little?

2. Why do city and county governments impose water restrictions? How can these restrictions be implemented? Who is responsible for carrying out these restrictions?

3. How do local governments secure water? According to the article, what is one of the means by which the City of Tallahassee secures its water? How is water secured in your own community?

4. In the article, which agency has the responsibility for maintaining water quality? What agency has the same responsibility in your own community? How could you find out?

5. What is your responsibility as a resident of the community toward water consumption? How do you get involved in decisions concerning: securing and maintaining adequate water resources, quality control, and water restrictions, as needed?

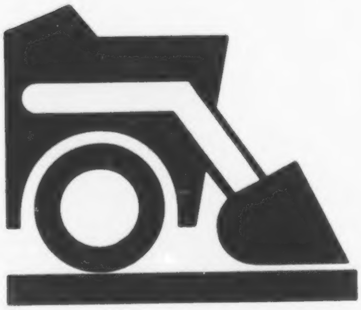
Activity #1, "How Do We Obtain Clean, Safe Water?"

Reading #1 addressed the role that wells play in Florida in meeting the demands for water. By responding to the statements below, develop a profile of water management in your community.

1. Average water consumption (in gallons) on an annual basis: ______
2. Peak hours when water is in demand: ______
3. Source(s) of water (aquifer, salt water, surface water, etc.): ______
4. Estimated availability of water reserves (in gallons): ______
5. Agency of local government monitoring quality of water supply: ______
6. Cost of exercising quality control: ______
7. Method(s) used to purify water: ______
8. Restriction(s) on water usage: ______
9. How is wastewater disposal handled?: ______
10. Current problems with water/wastewater management: ______
11. Specific plans for the future: ______

Unit 6 - Lesson 2

"Solid Waste Management at the Local Government Level"



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Unit 6 - Lesson 2

"Solid Waste Management at the Local Government Level"

RATIONALE:

Our society is sometimes referred to as a "throw-away" society, because we throw away a tremendous amount of solid waste every day. We eat a hamburger and we "throw away" its wrapper; we drink a coke and we "throw away" its can; we wash our hands at a restaurant and we "throw away" the paper towel we used. Where does all this solid waste go? Who is responsible for it? How much does this continuous "throwing away" cost? How can citizens be made aware of the magnitude of the problem and be motivated to take appropriate action to address the issue? What is the role of local government in the complicated process of solid waste collection and disposal? Addressing the answers to these and other related questions is the focus of this lesson on solid waste management.

The problems associated with solid waste are beginning to be addressed by Florida's local governments. The state Legislature, through the 1988 Solid Waste Management Act, has encouraged county-city cooperation in consolidating solid waste management efforts and has promoted the recycling of solid waste in order to achieve a 30-percent reduction in the amount of solid wastes disposed of in landfills and incinerators by 1994. It is crucial that Florida residents increase their working knowledge of this current local government issue and become aware of the options available to deal with ever-increasing solid waste.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: 1988 Florida Solid Waste Management Act, garbage collection, garbage disposal, hazardous waste, landfill, recycling, resource recovery, solid waste, solid waste management, special wastes, transfer station and "waste-to-energy";

2. identify the local government(s) responsible for solid waste management in the community;

3. list the three primary methods of solid waste disposal, discussing their unique advantages and disadvantages;

4. present a defensible position regarding the most effective means for garbage disposal in the community; and

5. outline a plan in which one may be a direct participant in the process of solid waste management, including both collection and disposal activities.

MATERIALS AND RESOURCES:

1. Activity #1, "A Day's Activities in Our 'Throw-Away' Society," and Questions for Consideration.

2. Reading #1, "Trash to Ash, Incinerator Seen as a Solution to Overflowing Landfills," and Questions for Consideration.

3. Activity #2, "Developing a Profile of My Community's Solid Waste Collection and Disposal Process."

4. Reading #2, "Innovative Solid Waste Management Alternatives," and Questions for Consideration.

5. Optional Activities: Florida League of Cities' videotapes, "A Throw Away Society" and "Recycling in Your City," available from the Florida League of Cities (see Appendix B) and available, on loan, from the various local and regional municipal leagues. Optional Activity #1, "A Throw Away Society Video," which includes a pretest and post-test for the videotape with 13 questions, along with 16 discussion questions.

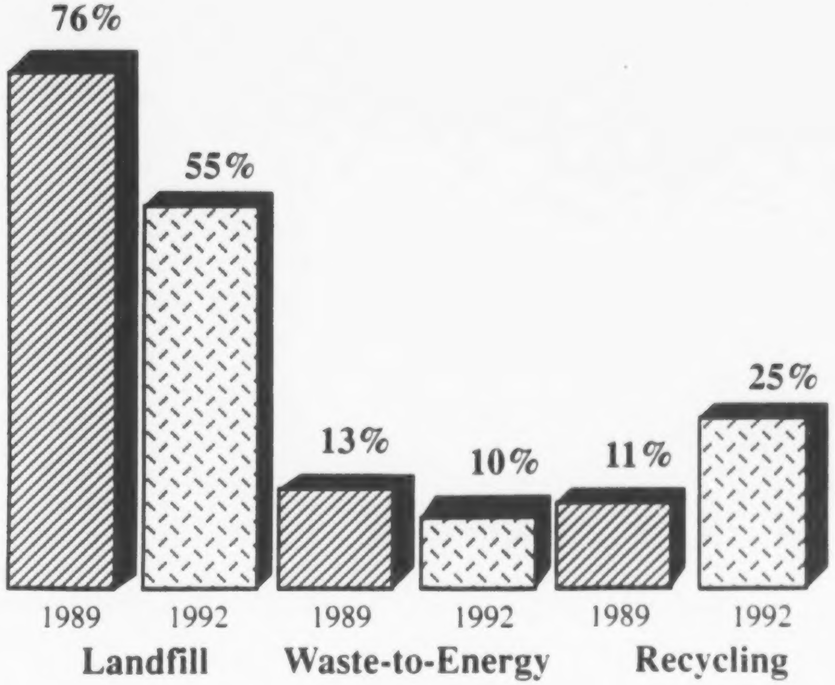
BACKGROUND INFORMATION:

(Source: The script from the Florida League of Cities' videotape, "The Throw Away Society"; and Whitman Center for State and Local Government, The University of West Florida, 1987, revised 1989, pages VI-B-1 through VI-B-9. Portions reprinted with permission.)

The primary purpose of this lesson is to encourage readers to learn more about an important issue in their community, i.e., solid waste management, and to take informed action in dealing with the issue. Our nation and, in fact, citizens of the entire world face a tremendous task in disposing of their garbage and trash, i.e. **solid waste**. On a national basis, the United States annually disposes of 180 million tons of solid waste. The magnitude of this is comparable to a convoy of 10-ton garbage trucks, lining up from the earth to the moon! The United States is one of the world's leaders in per capita generation of solid waste and this is the main reason that its society is referred to as a "throw-away" society. Americans generate, on the average, between 6.2 and 7.2 pounds of garbage daily.

Citizens in the state of Florida generate as much as 15.3 million tons of solid waste annually. Both volume-wise and weight-wise, solid waste generation increases significantly every year. For example, since 1980, the state has experienced a 61 percent increase in the generation of residential and commercial solid waste. It is estimated that a medium-sized city in Florida can produce enough solid waste in four weeks to fill the Gator Bowl in Jacksonville!

Where does all this solid waste go? The chart below, "How America Disposes of its Municipal Solid Waste (MSW)," indicates the three ways in which solid waste is disposed of: landfills; "waste-to-energy"; and recycling.



Source: The Solid Waste Dilemma: An Agenda for Action. February 1989. EPA Municipal Solid Waste Task Force. EPA Office of Solid Waste

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The most prevalent means in Florida for solid waste disposal, as in the rest of the nation, is the use of garbage trucks which unload solid waste into sanitary **landfills**. In a sanitary landfill, a thick plastic liner is put down at the bottom of the landfill; the solid waste is dumped onto layers of clay covering the liner and a top layer, or cover, of clay is put on and around the waste periodically, e.g. at the end of each day. In this way, the waste is rendered inaccessible to rodents and insects, and contamination of nearby land and water is minimized. It is estimated that 65 percent of the total garbage generated in Florida is processed through landfills. There are mounting costs and problems associated with the use of landfills. For example, construction of a landfill costs approximately $75,000 per acre. Suitable land sites for landfills are becoming less available and, as a result, land costs have increased. Long-term maintenance programs, even after a landfill is full, require close attention and monitoring. The landfill has to be engineered very carefully to meet federal, state and local standards, and to avoid pollution. Such design includes: having the liner to prevent leachate (i.e., the liquid which might drain from the landfill) seepage into nearby lakes, streams or ground water; French drains (horizontal pipes) to collect liquid waste; and vertical pipes to collect and disperse methane and other gases.

There are also costs associated with any city or county government garbage collection service. For example, a garbage truck may cost between $90,000 and $100,000. Add to this labor costs, truck maintenance, costly fuel charges and landfill disposal fees, and it is obvious that garbage collection and disposal through landfills is a costly process. These costs may be streamlined for local governments and, in turn, reduce the financial impact on residents, through: the use of **transfer stations**, where many smaller garbage trucks dump their loads and then bulldoze-load the garbage into larger semi-trucks to be hauled to landfills; routing, where planners develop the most efficient routes for garbage collection and dumping in avoiding rush hour and congested traffic areas; and utilization of contract collector services, i.e., private business operators.

Recycling is considered the cleanest alternative to landfills and could, in turn, create markets for the recycled material. Recycling reduces the amount of land needed to dispose of trash, and it protects limited natural resources, such as forests and groundwater. In looking at one recyclable item, it is estimated that a city in Florida of about 150,000 population could collect as much as 1,000 to 1,300 pounds of old newspapers in one day, or 3,300 to 4,400 tons per year. Can you imagine how much newspaper and other recyclables are generated by residents in all the cities and counties of Florida? Currently, only 10 percent of Florida's garbage is recycled. A major drawback is citizen participation. Citizens need to be educated so that they change their habits in disposing of their garbage. For example, all so-called reclaimable items such as aluminum cans, newspapers, glass, cardboard boxes and other materials need to be placed in separate containers so that they may be processed accordingly. Other possibilities could include changes in consumer buying habits--purchasing items with less wrapping and packaging.

A second alternative to landfills which can help preserve the groundwater or aquifer system in Florida is the **"waste-to-energy"** process. Florida is one of the nation's leaders in the development of "waste-to-energy" facilities. In this process, garbage is collected and, instead of disposing of the waste material in traditional landfills, the garbage is burned in incinerators, thereby creating electrical energy. The benefits of the "waste-to-energy" process include: providing an environmentally safe method to dispose of our ever-increasing solid waste; decreasing the dependency on landfills; recovering valuable energy and materials; and *defraying the* cost of disposal by selling the excess electric energy produced. There are drawbacks to this relatively new method. Ash is a bi-product of burning the garbage and must be disposed of, although the space required for disposal is greatly diminished. Air emissions from burning also require constant monitoring to stay within acceptable environmental levels. Reading #1 takes a closer look at a proposed "waste-to-energy" facility in Lee County, Florida, presenting the pros and cons of such a disposal method.

Solid waste management refuse systems involve two basic operations: garbage/trash collection and disposal. In incorporated areas served by city government, **garbage collection** is generally mandatory, per local ordinance. City governments usually provide the service directly, but may also contract with a private company for the service (privatization) or negotiate a franchise agreement, allowing a private firm to operate a garbage collection service within their jurisdiction. In the unincorporated areas, particularly in rural (sparsely populated) counties, county governments or private firms may provide "green cans," large storage bins (often on wheels) distributed throughout the county, where citizens can bring their own garbage and trash for dumping. Generally, such garbage collection is not mandated by the county government. Some county governments, particularly those that are urbanized (densely populated), do mandate garbage collection and provide service in much the same manner as city governments.

Local government garbage collection practices vary. Some provide backyard collection; others require garbage and trash to be placed at the curbside or in an alley. Collection may be made once a week, twice a week or more than twice a week. Federal collection guidelines specify only that trash containing food waste be collected at least once every seven calendar days. The type of collection containers used by customers may be specified by local government ordinance or a regulation. Collection equipment varies and includes side-loader trucks (generally used in residential areas), rear-loader trucks (usually used for high-density multiple dwellings) and self-loading trucks (more specialized vehicles for commercial collection).

Major legislation on solid waste was enacted by the Florida Legislature in 1988, with the goal of encouraging "county-city cooperation in consolidating solid waste management efforts to promote the recycling of solid waste in order to achieve a 30 percent reduction in the amount of solid waste disposed of in landfills and incinerators by 1994." The **1988 Florida Solid Waste Management Act** gave county governments the primary responsibility for **garbage disposal** by designating them as the "lead agencies in establishing and providing solid waste disposal facilities to meet the needs of both incorporated and unincorporated areas." Counties may charge reasonable fees for use of disposal facilities; however, cities may not be charged fees higher than those assessed to other users. Fees collected by a county on a countywide basis must be used to fund solid waste disposal and management services countywide. City governments must provide for collection and transportation of solid wastes within their respective jurisdictional boundaries to county-operated disposal facilities, if the city does not operate its own disposal facility. (Note: cities are generally prohibited from operating solid waste disposal facilities.) Also under the 1988 act, county governments are required to provide recycling facilities. Counties and cities are encouraged to form cooperative recycling programs.

VOCABULARY:

1988 Florida Solid Waste Management Act - significant state legislation affecting the management of solid waste by county and city governments; encourages cooperation of the two local governmental entities in consolidating solid waste management efforts to promote recycling and to reduce the amount of solid waste disposed of in landfills and incinerators.

garbage collection - a basic service of city government that involves "on-site" pick-up of garbage and trash (solid waste), transporting it to disposal facilities; one operation of a solid waste refuse system.

garbage disposal - a primary function of county government, per the 1988 Florida Solid Waste Act, that involves providing a facility for solid waste disposal; one operation of a solid waste refuse system; the three primary methods of solid waste disposal used by local governments in Florida include: landfills, "waste to energy" and recycling.

hazardous waste - waste that is dangerous to human health and/or the environment; defined as being waste that is toxic, reactive, ignitable, corrosive or radioactive.

landfill - commonly known as a "garbage dump," a cleared land site containing a thick plastic liner covered with a layer of clay where solid waste is unloaded following collection and which is covered periodically with a top level, or cover, of clay; must meet certain standards, such as having the liner to prevent seepage, French drains (horizontal pipes) to collect liquid waste, and vertical pipes to collect and disperse methane and other gases.

recycling - any process by which solid waste is collected, separated, or processed and reused, or returned to use in the form of raw materials or products; includes such items as aluminum cans, glass, newspapers and plastics.

resource recovery - a general term used to describe the taking of usable materials or energy from waste.

solid waste - under Florida law, includes "garbage, refuse, yard trash, clean debris, white goods (large appliances), special wastes, ashes, sludge, or other discarded material, including solid, liquid, semisolid, or contained gaseous material resulting from domestic, industrial, commercial, mining, agricultural, or governmental operations."

solid waste management - the process by which solid waste is collected, transported, stored, separated, processed, or disposed of in any other way, according to an orderly, purposeful and planned program.

special wastes - under Florida law, "solid waste that can require special handling and management including, but not limited to, white goods (large appliances), whole tires, used oil, mattresses, furniture, lead-acid batteries, and biological wastes"; many of these wastes may no longer be disposed of in landfills in Florida.

transfer station - a site, the primary purpose of which is to store or hold solid waste for transport to a processing or disposal facility.

"waste-to-energy" - a process where solid waste is burned in incinerators to produce electrical energy.

Activity #1, "A Day's Activities in Our 'Throw-Away' Society"

Beginning tomorrow, as you wake up in the morning, record all the activities in which you *throw something away*. Record the time, the activity, the item tossed, the estimated weight/volume of the item (if available) and the disposal facility used. After completing the chart over a one-day period, review the Questions for Consideration on the next page.

Time	Activity	Item	Est. Weight/ Volume	Disposal Facility
12:00 noon	lunch	coke can	1 ounce	trash can

Questions for Consideration, Activity #1

1. How many items did you dispose of in one day?
2. Did any type of material predominate among your disposed items (for example, paper, glass or cardboard)?
3. What was the total approximate weight or volume of these items?
4. What types of disposal containers were used?
5. Were there different disposal containers available to separate some of the items?
6. What happens to these items after you throw them away? Who is responsible for collecting and disposing of them?
7. What could you have done to reduce the amount of garbage you threw away?
8. What is the estimated amount of garbage your entire household generates in one day? Is that above or below the average for your community?
9. What can you as an individual do to assist and encourage your local government to use the most efficient solid waste collection and disposal methods?

Reading #1, "Trash to Ash: Incinerator Seen as a Solution to Overflowing Landfills"

This news article documents the efforts of the government of Lee County, Florida, to build a "waste-to-energy" facility to convert solid waste into electric energy and thus reduce the community's solid waste volume. The reading presents arguments for and against construction of such a facility, and also includes an excellent diagram of how a "waste-to-energy" incinerator operates. The article should help the reader understand the magnitude of the solid waste issue and the role that both local governments and Florida citizens can play in meeting such a challenge. After reading the article, review the Questions for Consideration.

News-Press, Fort Myers, September 23, 1990
Story by Kevin Lollar, News-Press Staff Writer
Section A, Special Report, pages 23, 26 - 28 (diagram and map)
(Reprinted with permission.)

Solid waste management sure was easier to deal with back in the old nomadic days.

When the garbage heaps got too big, the nomads folded their tents and left the dump behind.

Even after people started sticking around in villages, towns and cities, garbage wasn't a huge problem: dump it into the river, burn it up, bury it. No big deal. After all, how much garbage could a few hundred or a few thousand or even a few million people generate?

But a couple of funny things didn't happen to the human race. It didn't stop growing, and it didn't stop making garbage.

Eventually, traditional ways of getting rid of garbage stopped being very attractive.

Dumping it into the river messes up the water; burning it messes up the air; burying it messes up the water (seepage gets into the aquifers or other water sources) and the air (methane gas from decomposing refuse leaks into the atmosphere), and besides, we're running out of places for landfills.

The population isn't going to stop growing, and it's not going to stop producing garbage.

Every community has its trash to bear. The question is what to do with it.

Lee County has decided to burn it, though not in the old "stick a match to it and let 'er rip" way.

In June 1989, the county commission voted to build a resource recovery plant, which, simply put, burns garbage and uses the heat to make electricity.

The plant's three furnaces will burn 1,800 tons of trash a day and produce electricity for

20,000 homes.

With a $147 million price tag (or $202.7 million over 20 years), the plant, to be built by Ogden Martin Systems Inc. of Fairfield, N.J. is the largest public works project in the county's history.

The company plans to start construction as soon as a slew of state and federal permits are secured and hope to have the plant running within three years.

Unpopular Vote

It was not a popular vote with some of the area's environmentalists; indeed, trash-for-energy plants have been unpopular with environmentalists nationwide.

Without getting into the often reported intricacies of the arguments, suffice it to say that opponents insist toxic gas and heavy metal emissions will further degrade Florida's fragile environment; toxic ash left over from the burn, when buried, will get into the water table despite lined landfills; burning solid waste will reduce the public's will to recycle.

Proponents say resource recovery plants fall well within federal and state emissions guidelines; landfills leak into aquifers; methane from landfills is more harmful than emissions from incinerators; resource recovery must work with, not instead of, recycling; the energy produced will help with the present energy crisis.

Four commissioners (John Manning, Bill Fussell, Ray Judah and Charlie Bigelow, who has since resigned from the commission) voted for the incinerator; Donald Slisher voted against it.

Fussell was the most quickly convinced that a resource recovery plant was right for Lee County.

"I think about garbage a lot," he said recently. "I guess I'm odd."

Called "the waste king" by Bigelow, Fussell developed his interest in solid waste management when his family owned a Fort Myers paint business.

He said he didn't like throwing things away, and gave empty paint cans and cardboard to customers instead of dumping them.

"I remember telling my father that some day some little foreigner would come along and start some kind of resource recovery, and he'd make a fortune on what Americans throw away.

"I just love the idea of reusing stuff. I always felt that burnables should be burned to make energy. Here we were sending people to the moon, but we still had landfills. We had a 21st-century operation on the one hand and an 8000 B.C. operation on the other.

99 percent clean

The incinerator industry has reported that plants like the Lee County incinerator have a 99 percent cleanup rate for heavy metals. But that means 1 percent still gets into the air.

According to one estimate, that's 4,500 pounds of mercury a year, to say nothing of other heavy metals.

"Yes, that 1 percent bothers me," Fussell said. "But I tell you, if you don't burn it, 100 percent will be lying on the ground. That bothers me 100 percent more than having it go out into the air in emissions. We're taking heavy metals going through the streams, into the estuaries. Does mercury ever decay? . . . no, it doesn't."

Like Fussell, commission chairman Manning had little trouble making up his mind.

He came to his conclusion after research and conversations with experts.

"It wasn't a difficult decision for me because, with the growth of Lee County, we tried to attack the waste stream in the form of several spokes on a wheel," Manning said. "We weren't looking for 100 percent recycling or 100 percent landfill. Our team of consultants looked at the technology and financial feasibility and convinced me this way was the way to go."

Bigelow didn't have much trouble deciding to vote for resource recovery either.

One thing that helped convince him was a conversation he had with a city manager in the Midwest.

The manager said the local government had gotten in a jam with its resource recovery plans, and the only thing that saved the project was the methane gas from the landfill backed up into several homes and blew them up.

"It's evident that there's a limit to the extent to which we can bury garbage," Bigelow said. "Given the shallow aquifers of this region, it seemed to me inevitable that we had to look at alternative methods of waste disposal which had not been critical to that point. As population grows more and more, it becomes a more critical issue."

Bigelow is all for recycling, but, he said, many people think recycling means reusing materials in the same state. A piece of paper will be recycled, for example, and made into another piece of paper.

That can't be reasonably done on a large scale, however, Bigelow said.

"It mostly has to do with the sources of disposing the stuff," he said. "There just aren't the markets for recyclable materials at this point to make it practical to look at reuse in the same state."

"That leaves us with reusing it in a different state, and that's what resource recovery is all about: converting useless materials or materials that we can't find use for into useful energy."

Despite his support of the incinerator, Bigelow is not thrilled about it.

He realizes that burning garbage has problems too.

"That points out the dilemma," he said. "There are not any good choices. The stuff won't just disappear; you have to do something with it. All the choices are bad ones. In many ways, we tried to choose the least bad."

Open minded

A surprise supporter of the incinerator, at least in the eyes of some environmentalists is Judah.

A tour of the Hillsborough County resource recovery plant and a lot of reading helped push the environmentally minded Judah toward incineration.

"I always keep an open mind," Judah said. "I've tried to be diligent and responsible in my research into solid waste management. We've got a commitment to the needs of the community, and one of the greatest is the need to manage solid waste."

"When people think resource recovery, they think of big industrial smoke stacks belching pollution and causing health problems through the land."

Judah saw no pollution being belched from the stacks at the Hillsborough plant, nor any visible emissions of any kind.

"I recognize that while you may not see emissions, doesn't mean there are not noxious or toxic emissions being dispersed, but it was comforting to see no visible clouds of air pollution," he said. "I was also very impressed with the outside appearance, the esthetics. Inside, there was a clean operation taking place."

While the Lee County incinerator will fall well within federal and state emissions limits, some environmentalists say those limits are too high.

So, while the plant might be legal, it's still unsafe, they say.

Judah said he puts his trust in the people who make the guidelines.

"These are professional scientists that are employed by the regulatory agencies," Judah said. "They have safe standards for the elements that enter our environment. I'm not qualified to dispute those standards. If there appears to be a dispute, it has to be properly documented."

Slisher, the lone anti-burn commissioner, freely admitted that he was frustrated about the vote.

He brought up many of the environmental complaints and said the commissioners jumped the gun in voting for the resource recovery plant.

A trip to a plant in Boston taught him that a community should stay away from resource recovery plants unless it has been backed against the wall by its garbage.

"It galls me to no end," he said. "The last-ditch effort a community should put forth is a trash burning project when everything else has been exhausted. The ones who say it's so great are the engineers who are making money on it."

Like many environmentalists, Slisher's main concern is air quality.

He is especially worried about mercury emissions.

"You can choose the water you drink, but you can't choose the air you breathe," he said. "They've proved you can't take mercury out of the garbage. The scrubbers are designed to treat the air, but they can't take the mercury out. Then it cools, precipitates and falls on the ground and in the water."

"This is an archaic way of treating refuse."

A major concern among environmentalists is that an incinerator will make people less inclined to recycle. Who wants to go to the trouble of separating his garbage if he knows it can all be burned?

Recycling threat?

Pro-burn commissioners don't see the incinerator as a threat to recycling.

"Most people are conscientious and will respond to the recycling program," Judah said. "They'll recognize we're better off to maintain three burners instead of paying for a fourth burner."

"Environmental awareness is our intent. We're embarking on an education program to properly inform people as to the environmental benefits of recycling."

Fussell said 95 percent of Lee's residents will recycle.

"There are 5 percent or less who are too lazy to help the environment," he said. "The average person I see says, 'Bill, when do we start recycling?' "

Slisher agrees that some people will recycle if the incinerator goes into operation.

He just doesn't agree with the numbers.

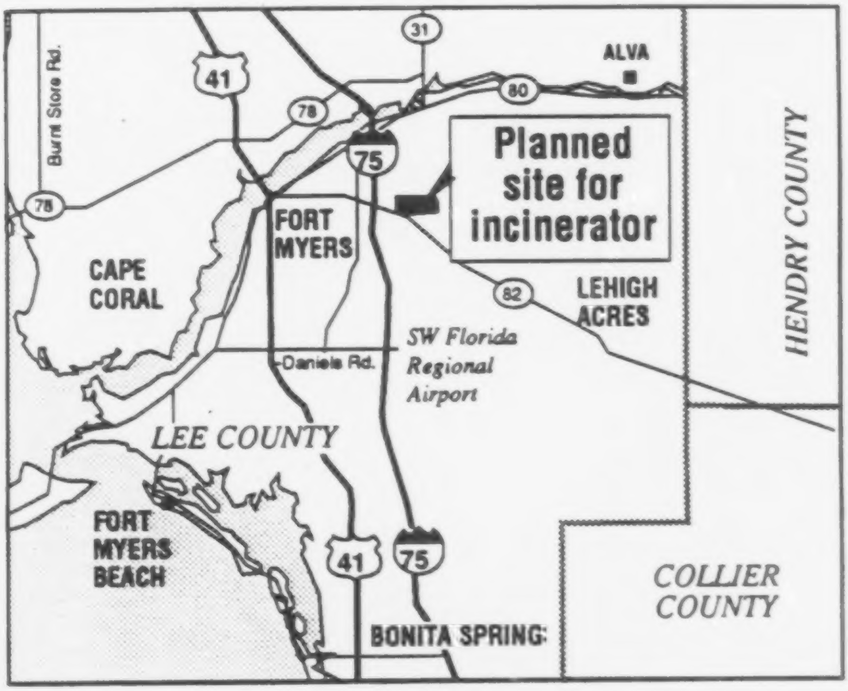
"Certain conscientious people will recycle, but 75 percent won't," he said. "People don't want to separate their garbage. They'll say, The heck with this. I don't want eight garbage cans."

Solid waste management is a fact of modern life.

The population keeps growing, and so do the piles of garbage.

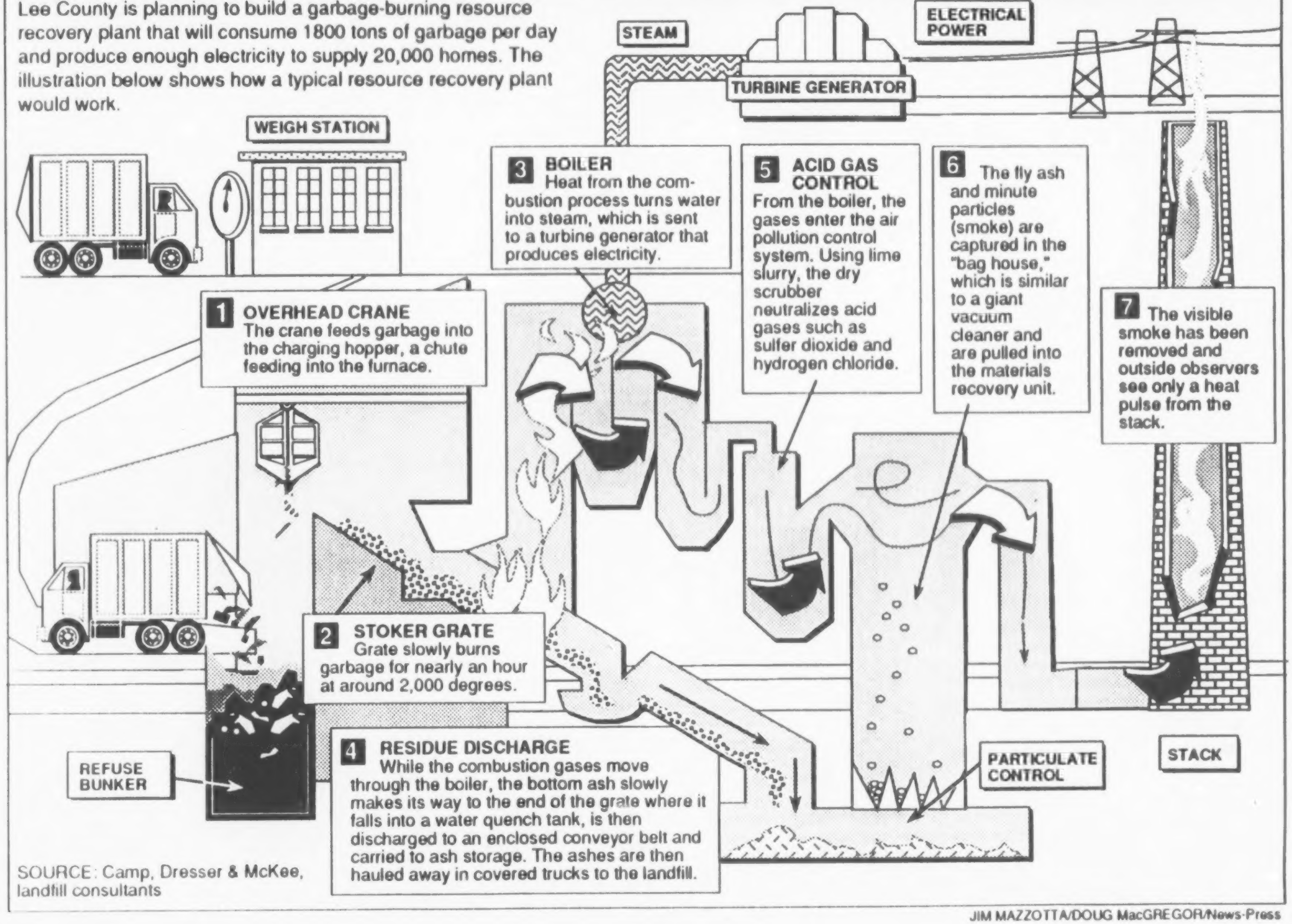
Lee County government has decided that part of the solution is incineration. Those for it are adamantly for it and don't see much of a way to stop it.

Slisher thinks there is a way: "Make it an election issue. All we have to do is have three commissioners vote to stop it, period. It's not too far gone."


Burnt Store Rd.
41
78
31
ALVA
80
75
Planned site for incinerator
HENDRY COUNTY
78
FORT MYERS
CAPE CORAL
82
LEHIGH ACRES
Daniels Rd.
SW Florida Regional Airport
LEE COUNTY
FORT MYERS BEACH
41
75
BONITA SPRING:
COLLIER COUNTY

RESOURCE RECOVERY FACILITY: TRASH INTO POWER

Lee County is planning to build a garbage-burning resource recovery plant that will consume 1800 tons of garbage per day and produce enough electricity to supply 20,000 homes. The illustration below shows how a typical resource recovery plant would work.



1 OVERHEAD CRANE
The crane feeds garbage into the charging hopper, a chute feeding into the furnace.

2 STOKER GRATE
Grate slowly burns garbage for nearly an hour at around 2,000 degrees.

3 BOILER
Heat from the combustion process turns water into steam, which is sent to a turbine generator that produces electricity.

4 RESIDUE DISCHARGE
While the combustion gases move through the boiler, the bottom ash slowly makes its way to the end of the grate where it falls into a water quench tank, is then discharged to an enclosed conveyor belt and carried to ash storage. The ashes are then hauled away in covered trucks to the landfill.

5 ACID GAS CONTROL
From the boiler, the gases enter the air pollution control system. Using lime slurry, the dry scrubber neutralizes acid gases such as sulfer dioxide and hydrogen chloride.

6 The fly ash and minute particles (smoke) are captured in the "bag house," which is similar to a giant vacuum cleaner and are pulled into the materials recovery unit.

7 The visible smoke has been removed and outside observers see only a heat pulse from the stack.

SOURCE: Camp, Dresser & McKee, landfill consultants

JIM MAZZOTTA/DOUG MacGREGOR/News-Press

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Questions for Consideration, Reading #1

1. If a plant such as this was built in your community, how would it affect you? How would it affect the community as a whole?

2. What is your own position on the issue?

3. Are you presently experiencing similar problems in your own community?

4. As a citizen, what can you do to influence such solid waste management decisions one way or another?

Activity #2, "Developing a Profile of My Community's Solid Waste Collection and Disposal Process"

How is solid waste or garbage and trash collected and disposed of in your community? Begin your research by finding out how often and in what manner garbage is collected from your residence.

1. Do you have garbage collection at your residence? ____________________

   If no, where do you take your garbage for collection? ____________________

2. Who is responsible for your garbage collection? If a local government, do local government staff collect the garbage or do they have a private firm perform the task?

   ____

3. What type of vehicles are used for collection (e.g., side-loader, rear-loader or automatic loader)? ____________________

4. How often is garbage collected? ____________________

5. What are the responsibilities of the resident in preparing for garbage collection (e.g., separating recyclable materials, pulling container to the curb, taking to a central facility, etc.)? ____________________

   ____

6. Are transfer stations used to collect garbage prior to transportation to a disposal facility? ____________________

7. What solid waste disposal methods are used in your community (e.g., landfills, "waste-to-energy" through incineration or recycling)? ____________________

8. If more than one method of solid waste disposal is used, which one seems to be the most efficient and economical? Why? ____________________

   ____

9. How much is your family charged for garbage service? ____________________

10. What is the average annual cost of the solid waste operation in your community?

    ____

11. What is the main problem your community faces in solid waste management? What are the plans for the future? ______________________________

____

12. How can you participate in improving or enhancing solid waste management in your community? ______________________________

____

Reading #2, "Innovative Solid Waste Management Alternatives"

This reading introduces the reader to 11 solid waste management innovations initiated by various city governments throughout Florida. After completing the reading, review the Questions for Consideration that follow.

(Source: City Innovations Showcase, a project of the Task Force on Florida's Future: Quality Cities, Florida League of Cities, Inc., 1988, pages 30 - 31; 1989, pages 20, 40 - 41; 1990, page 74. Reprinted with permission.)

Composting Yard Trash - Clearwater

The Sanitation Division was successful in receiving a state grant to conduct a feasibility study on composting yard trash. If composting is found to be feasible, approximately 15,000 tons of yard trash could be diverted from the waste stream with a resulting disposal savings of approximately $375,000.

Moccasin Lake Recycling Program - Clearwater

For several years, Moccasin Lake Park has recycled aluminum cans donated by citizens, with funds used to build exhibits for permanently injured birds-of-prey. In a new venture with the city's Sanitation Department, the park is designated as a major drop-off location for citizens' recyclable materials (aluminum, glass, plastic and paper). Proceeds will fund future environmental and alternative-energy education programs and projects.

Recycling Christmas Trees - Coral Springs

In 1988, the city helped establish a new holiday tradition of recycling Christmas trees, creating a partnership between government, businesses, civic groups and citizens. The project not only saved the city approximately $2,000 in mulch and offered a potential savings to citizens of $7,100 in landfill fees, but also stimulated community interest in recycling. Participating citizens were given a slash pine seeding to plant in their own yard.

Reserve-A-Truck (Sanitation) - Fort Meade

In an effort to reduce massive debris loads at single collection points, the city initiated the Reserve-A-Truck program aimed at those individuals or groups planning major clean-up activities (i.e., clearing a grove, cleaning out a garage, tearing down a shed). Upon request, a city truck (usually a dump truck or flat bed) is delivered to the clean-up site, generally on late Friday afternoon. The party responsible for the request executes a bailment or hold harmless agreement for the vehicle, at which point the city locks and leaves the vehicle on sight. On Monday morning, the city retrieves the loaded truck and returns it to the sanitation operations yard where the contents are mulched, burned or recycled. This reduces demand on sanitation staff and vehicles during the normal operation week and helps to improve the overall efficiency of the department. There are plans to start a Reserve-A-Dumpster program for residential construction or other long-term, waste-producing projects.

Solid Waste Collection Alternative - Fort Meade

The city offers residential customers the option of curbside or rear-door garbage collection and the option of using their own container or one provided by the city. A customer may, for a $50 deposit, obtain the use of a Zarn Roll-A-Waste Cart (100-gallon container), which may be kept at the preferred collection point. The cart may be used for all household garbage and yard waste and will be emptied twice weekly by sanitation employees. The cart is hydraulically dumped, thereby reducing the possibility of worker compensation back injury claims. Advantages of the cart include: ease of maneuverability; capacity of five standard garbage cans; animals cannot overturn the cart; there are no problems with sanitation employees damaging cans or lids; they are aesthetically pleasing and the brown color/standard size are a relief from the hodge-podge of waste receptacles often found; and the twice-a-week collection almost eliminates the customers' need to create a separate dumping area for yard clippings, debris and oversized items.

Solid Waste Management and Resource Recovery - Fort Meade

Faced with a 50-mile round trip to the county landfill, the city constructed an eight to 12 ton-per-day mass burn incinerator to reduce the volume of garbage and trash. Refuse is dumped in the incinerator operations building and is fed into the incinerator at the rate of one cubic yard every eight minutes. The city employs developmentally-disabled students, in a cooperative endeavor with the Polk County School System Exceptional Student Program, to provide manpower, including the hand sorting of glass, aluminum and ferrous metals for recycling. Yard debris and grove waste collected by the Sanitation Department are brought to a staging area adjacent to the incinerator where these wood products are chipped into a mulch used by the Parks Department in landscaping and beautification efforts.

Sanitation Division Use of Wood Chipper - Hallandale

The city's Sanitation Division uses a wood chipper on wood and branches collected. Because the chipped material can be easily compacted, this method results in reduced trips to the landfill and a reduction in tipping fees. Additionally, some of the wood chippings can be reused for decorative landscaping purposes.

Recycled Paper Publications - Naples

The message is clear: the city government is committed to recycling. To reinforce its commitment, the city now produces its annual report, quarterly newsletter and monthly employee newsletter on 100 percent recycled paper and advertises that information on every page.

Recycling Train Rolls Onward - Oakland Park

A key to the success of the city's recycling program, begun in 1988, is its shiny white "Recycling Train," which visits about 6,000 households weekly to collect cans, bottles and newspapers. The train was created from an existing pickup truck and three trash trailers, thereby avoiding the costs of purchasing new equipment. Because of this cost savings, the curbside recycling program is expected to pay for itself in its first year.

Solid Waste Collection - West Palm Beach

By re-establishing the standard for one-man garbage collection, productivity was increased by 45 percent per man. Changes included: an increase in route size; going to a four-day, 10-hours-per-day work week; and establishing a productivity-based rotation system.

Litter Prevention - Orlando

"School Clean-Up Clubs" - To promote litter reduction and voluntary recycling, the city sponsors student clubs in private and public schools, kindergarten through eighth grade. Each club has a faculty sponsor, a minimum of 12 members and is required to maintain a scrapbook. Students participate in such activities as neighborhood cleanups, recycling drives and field trips. The partnership has resulted in an increased awareness of the importance of a clean environment.

Questions for Consideration, Reading #2

1. What is meant by "composting yard trash," as mentioned in the City of Clearwater article?

2. What types of environmental or educational programs could be funded in your community using recycling proceeds? (see Moccasin Lake Recycling Program)

3. What solid waste management problem does the City of Fort Meade's "Reserve-A-Truck" program address? Is this available in your community? If not, could this idea be shared with area local governments for possible implementation and added to the action plans to reduce solid waste?

4. Are garbage collection options used by the city of Fort Meade available at your own home?

5. What do you think of Fort Meade's various approaches to reducing their volume of solid waste? How does this impact on residents of the community?

6. What do you think of the idea of a "wood chipper" as a means of facilitating garbage disposal operations? (see Sanitation Division Use of Wood Chipper - Hallandale)

7. Think about the amount of paper waste generated by your business. Could recycled paper be purchased and used by your business? (see Recycled Paper Publications - Naples)

8. Do you think Oakland Park's innovative recycling train would serve as an incentive to encourage more citizen participation in recycling?

9. Does it make any difference whether or not garbage collection practices are changed in the way proposed by the City of West Palm Beach?

10. If you do not already have a "clean-up" program in your community, how could you get such a program started?

Optional Activity #1, "A Throw Away Society Video"

This videotape program has been produced with funds provided through the Florida League of Cities, Inc. It is designed to increase public awareness relative to the problem of solid waste management in Florida. The 14:54 minute program contains a large quantity of information. You are encouraged to use the written support materials as a means of reinforcing and exploring this topic with residents of the community. The pre-test may be given prior to the viewing of the tape and the post-test may be given following the viewing of the tape. An Answer Key is provided. Discussion questions may be reviewed in a large group. Multiple showings of the video may help to reinforce content.

"A Throw Away Society," Discussion Questions

1. Why is the amount of solid waste increasing?

2. Of the three solid waste disposal methods, which do you think would be the most appropriate for your community and why?

3. What can science and technology continue to do to reduce the volume of solid waste?

4. How many pounds of solid waste does your community discard per day, per week, per year? Is this quantity increasing or decreasing?

5. Who handles the pick-up of solid waste in your community?

6. Where does the solid waste in your community go after it is picked up?

7. Do you think the solid waste problem is evident in other countries? Why? Why not?

8. What demographic, geologic and geographic characteristics make the solid waste problem particularly difficult for the State of Florida?

9. The number of landfills in Florida has been significantly reduced since the 1970s. How do you account for this?

10. What is being done today to make landfills safer?

11. What problems do you see that would need to be overcome in order for your community to successfully implement a recycling program?

12. Of the following common items found in a landfill: paper towels, coffee cans, glass bottles, fast food wrappers, aluminum cans, car batteries, styrofoam packaging and plastic milk jugs, what are some possible ways that their use might be reduced or eliminated?

13. What are some of the advantages or benefits of recycling?

14. Why have today's construction costs for landfills increased over previous years?

15. What types of solid waste can be recycled?

16. In a throw-away society, where is "away?"

"A Throw Away Society," Pre-test - Post-test

1. The three primary methods used by cities in the disposal of solid waste are: (a) ______________, (b) ______________ and (c) ______________.

2. In Florida, _______ percent of the solid waste is recycled.
   a. 75 b. 50 c. 25 d. 10

3. In Florida, ______ percent of the solid waste is put into landfills.
   a. 75 b. 50 c. 25 d. 65

4. Japan recycles ______ percent of its solid waste.
   a. 25 b. 50 c. 65 d. 75

5. Twenty-five percent of waste in Florida is disposed of through a "waste-to-energy" resource recovery process. This waste is burned to produce ________________.

6. A single average sized city of 150,000 can produce enough garbage to fill Jacksonville's Gator Bowl every _______ weeks.

7. Partially responsible for the volume of solid waste are the materials that are made to be thrown away. Seven of these common items are:
   (a) ______________, (b) ______________, (c) ______________,
   (d) ______________, (e) ______________, (f) ______________ and
   (g) ______________.

8. In 1960, the average American disposed of 2.9 pounds of solid waste per day. In 1987, this figure was up to ________ pounds per day.

9. One of the greatest dangers from landfills is the possible fouling of the ___________ system.

10. ________________________ is considered the cleanest alternative to landfills.

11. Recycling requires citizen participation. For this to work, citizens must separate reclaimable items, such as _______________, _______________ and _____________.

12. When solid waste is burned the volume is reduced. Two drawbacks to this method that must still be considered are:
    (a) ______________ and (b) ______________.

13. Florida now has nine operational "waste-to-energy" resource recovery plants with several others in various stages of completion. Three benefits of "waste-to-energy" as a means of solid waste disposal are:
    (a) ______________, (b) ______________ and (c) ______________.

Answer Key, "A Throw Away Society," Pre-test - Post-test, Optional Activity #1

1. (a) recycling, (b) landfills and (c) "waste-to-energy"
2. 10 percent
3. 65 percent
4. 50 percent
5. electricity
6. four
7. Some examples include: coffee cans, paper towels, yogurt containers, frozen dinner liners, fast food wrappers, boxes, automotive oil and batteries.
8. five
9. aquifer
10. recycling
11. newspapers, aluminum cans, glass, cardboard
12. (a) ash and (b) air emissions
13. The "waste to energy" process: provides an environmentally safe method to dispose of our ever-increasing solid waste, decreases the dependency on landfills, recovers valuable energy and materials, and defrays the cost of disposal through the selling of the excess electric energy produced.

Unit 6 - Lesson 3

"Public Safety at the Local Government Level"

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

"Public Safety at the Local Government Level"

RATIONALE:

Public safety is a key responsibility of local government. One of the most important functions performed by city and county government in this domain is police protection and law enforcement. City Police Officers (within their respective city boundaries) and county Sheriffs and their deputies (throughout their respective county) are responsible for the enforcement of federal, state and local laws. Public safety also includes: fire protection, building inspection, code enforcement, animal control and protection, and emergency medical and rescue services, with corrections and civil defense (emergency management) being other public safety services traditionally provided by Florida's county governments. We are accustomed to accepting these services at face value without really delving into the complicated procedures and the costs involved in carrying them out effectively. This lesson expands on Unit 2, City and County Government Services, providing an opportunity for the reader to learn more about the current local government issue of public safety and the related local government services.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: public safety, Animal Control Officer, Chief Correctional Officer, civil defense, code, Code Enforcement Board, Code Enforcement Officer, Fire Department, fire prevention codes, fire protection activities, Police Department and Sheriff's Office;

2. name at least seven events, resulting from personal experience, in which public safety procedures would apply (for example, taking a pet to the veterinarian for a rabies shot or calling to report to the local law enforcement agency that the household premises will be empty during a specified vacation time);

3. explain how city and county governments provide for public safety and detail some of the costs involved; and

4. identify key problems associated with public safety and propose ways in which these problems may be resolved.

MATERIALS AND RESOURCES:

1. Reading #1, "Police Offer Some Tips to Keep Your Holidays Safe, Jolly," and Questions for Consideration.

2. Reading #2, "House Destroyed as Flames Rip Through It," and Questions for Consideration.

3. Activity #1, "A Public Safety Profile of My Community."

4. Optional Activity: Florida League of Cities' videotape, "City Emergency Services... What They Are Prepared to Do for You?" available from the Florida League of Cities (see Appendix B) and available, on loan, from the various local and regional municipal leagues.

   Questions to consider when viewing the videotape include:

   - What is an emergency service?
   - Under what circumstances are emergency services provided?
   - What city departments are involved in providing these emergency services?
   - What is the role of communication in promptly obtaining emergency services?
   - What is the role of fire hydrants in providing effective fire protection services?
   - What type of equipment is needed to provide efficient services in emergencies? What are the costs associated with this equipment?
   - What is the cost of operating public safety and emergency services in your community?
   - What can you do as a citizen to reduce costs and increase efficiency of these services?

BACKGROUND INFORMATION:

(Source: Whitman Center for State and Local Government, The University of Florida, 1987, revised 1989, pages V-A-1 through V-E-2. Portions reprinted with permission. For further details on city or county government staff providing the public safety function, see Unit 4, Lesson 1, "Key Local Government Officials - Elected and Appointed," and Unit 5, Lesson 1, "Citizen Involvement in City and County Government," Reading #4, "Career Opportunities in City and County Government.")

Law enforcement. Law enforcement is a major activity of public safety. The majority of law enforcement services are provided through city **Police Departments** and county **Sheriff's Offices.** The Police Officers (within their respective city boundaries) and the county Sheriffs and their deputies (within their respective county area) are responsible for the enforcement of all laws--national, state and local, including their respective city and county government ordinances. In the event of a declared emergency, local law enforcement authorities are obligated and empowered to enforce all orders, rules and regulations issued pursuant to the state Emergency Management Act. It is estimated that approximately $1 billion per year is spent by both city and county government for law enforcement activities.

Law enforcement officers, or any person whom they have summoned or directed to assist them, may not retreat or desist from efforts to make a lawful arrest because of resistance or threatened resistance. They are justified in using force: (1) when they reasonably believe it to be necessary, i.e., to defend themselves and others from bodily harm in making the arrest; (2) when arresting felons fleeing from justice or retaking escaped felons, under certain conditions; and (3) to prevent the escape of an arrested person from custody.

When a city government establishes a city Police Department, its powers are supplemental to the powers of the county Sheriff, rather than substitutive for them. The Sheriff continues to have formal authority and responsibility to enforce state and county laws within the boundaries of the city. However, in practice, when a city establishes a Police Department, the county Sheriff suspends most routine law enforcement activities within city limits. At a minimum, the county Sheriff will provide back-up assistance to the city Police Department. State statutes provide for formal mutual-aid agreements between two or more law enforcement agencies. The three types of mutual-aid agreements are: voluntary-cooperation, requested-operational-assistance and emergency-assistance.

Corrections. City and county governments usually provide detention facilities for the "temporary holding" of persons in the custody of a law enforcement officer during processing, before transporting the individuals to the county jail. Upon adoption of an ordinance by a majority of the County Commission, the Sheriff may be designated the **Chief Correctional Officer** of the county correctional system. In such a role, the Sheriff may appoint other officers as deemed necessary and as are required by rule of the state Department of Corrections. As Chief Correctional Officer, the Sheriff or designee must enforce all existing state laws and administrative rules of the department concerning the operation and maintenance of county jails. In some counties, the detention/correction facilities are administered by the Board of County Commissioners, as opposed to the Sheriff.

Fire protection. A city government is not required to provide fire protection; on the other hand, it may do so if it wishes. Most cities do assume some responsibility for provision of fire protection services, particularly in the more urban (densely populated) areas. A few of the smaller cities have chosen to assume no responsibility for provision of fire protection services, instead leaving the responsibility completely with the county government, a volunteer Fire Department (most common in rural or sparsely populated areas), or a special district. Various options exist with respect to the extent and form of city government involvement. These options include:

1. full assumption of responsibility, with services provided by a city department (which may be staffed by paid employees, by unpaid volunteers or by a combination of the two);

2. full assumption of responsibility, but with the service function totally contracted out

to another party (county department, volunteer department, fire-protection district or private firm);

3. limited assumption of responsibility, with the government making only a modest contribution to an other-party provider of the service, such as a volunteer Fire Department; or

4. full assumption of responsibility and with the function performed directly by the city government, but with the use of a private management firm to provide management and manpower.

A combination of these arrangements is possible, also, with one approach used in part of the city's area and a different approach used in another part, such as an outlying area which might be better or more economically served by a Fire Department located outside the city but adjacent to the outlying area. The most commonly used arrangement among Florida cities is the first alternative--full assumption of responsibility, with service provided by a city department. The second most common approach is an adaptation of the second alternative, including contracting with a county Fire Department (or Metro, in Dade County), with an adjacent city, with a fire protection district or with a nearby private entity, such as Walt Disney World. The fourth alternative listed, using a private management firm, is just beginning to be used by some Florida cities.

One arrangement for fire protection is explicitly provided for by state law--participation in a county government-administered MSTU (municipal services taxing unit). To provide funds for fire control and rescue services, a County Commission may establish a MSTU for part or all of the county's unincorporated area and part or all of any city within the county. A property tax not to exceed 10 mills may be imposed on property within that MSTU to raise operational funds to pay for fire protection. Inclusion of all or part of a city in a MSTU must be approved by city ordinance and withdrawal may be accomplished by city ordinance. The millage rate from the MSTU within the city, together with the city's own millage rate, cannot exceed the 10 mill cap.

The actual fighting of fires (fire fighting or fire suppression) was the original activity of Fire Departments and continues to be the ultimate reason for their existence. (The lesson found in Reading #2 relates to fire fighting. In this particular case, lives were saved but extensive damage was caused.) Today, such aspects as fire prevention and damage mitigation are also major **fire protection activities**. Fire prevention and damage mitigation measures include activities which: eliminate or lessen the possibility of a fire, reduce the potential magnitude and/or complexity of a fire, and reduce the likelihood of injury to people in the event of a fire. These measures involve three procedures: (1) development and enforcement of a fire prevention code, (2) inspection for fire hazards, and (3) public education. Other city and county government departments or agencies may be assigned some of these fire prevention and damage mitigation activities, such as the Planning and Zoning Department, the Building Inspections Department and the Code Enforcement Board (a citizens' board).

Each community should have a set of **fire prevention codes**, governing such matters as building materials, electrical wiring, heat sources, hazardous materials, construction requirements and regulation of public assembly. To be effective, any code must be vigorously enforced. This is the task, primarily, of a Fire Safety Inspector or Fire Marshall. Each city and county government that has fire safety enforcement responsibilities must either employ or contract with a state-certified Safety Inspector (certified by the Division of State Fire Marshall). Firefighters may fill this role under certain conditions or may work under the Fire Marshall as Code Inspectors.

Fire Department personnel must work systematically to keep other local government departments apprised of fire prevention standards and to maintain their cooperation in the enforcement of such standards. Three basic fire prevention codes are: minimum fire safety standards, building codes and electrical codes. Each city and county government must: adopt minimum fire safety standards which govern all buildings and structures not regulated by uniform state standards; adopt local building codes which satisfy the minimum standards of the State Minimum Building Codes and which may be more stringent; and enforce the State Electrical Code. Citizens also need to be aware of these fire prevention codes.

Public education in the area of fire protection seeks to make people aware of fire hazards, to offer fire preventative measures, and to explain what steps one needs to take in a fire emergency.

Several factors are involved in successful fire fighting or "fire suppression" operations. They are: the number of firefighters, their physical condition and their training; the proximity of fire fighting crews and equipment to the locations of fires (i.e., number and location of fire stations); adequacy of equipment; and availability of water supply (water pressure, size of water lines and proximity of fire hydrants to the fire sites). There are water supply standards that apply to water pressure, water lines and fire hydrants. For example, at a minimum, fire hydrants should be within 1000 feet of every residential unit and within 500 feet of every large building.

Building inspection. City and county government building inspection involves two primary aspects: (1) review of building plans and site plans prior to construction to assure that they meet the applicable building codes (with the granting of building permits subject to such approval); and (2) review of the facility during and after construction to assure that the approved specifications are being followed. Generally, cities oversee building construction in their respective jurisdictions and counties oversee building construction in their respective unincorporated areas, although it is common for city governments to contract with the county government to oversee their building inspection needs.

The codes that must be followed by the Building Inspector include the construction codes, i.e. building, plumbing, electrical and fire (in conjunction with the Fire Department), and the housing codes that cover such aspects as rodent infestation and are usually concerned with post-construction. The Building Inspector also coordinates with other local government staff and departments on related construction aspects, such as growth management plans and environmental permits.

Building Inspectors may be voluntarily certified by the Southern Building Code Congress (Southern Building Code), a regional organization located in Birmingham, Alabama, which is supported by the Building Officials Association of Florida; or by the South Florida Building Association (South Florida Building Code), operational in Broward County and Dade County.

Code enforcement. There are three local government personnel that perform code enforcement: law enforcement personnel, Building Inspectors and Code Enforcement Officers. In Florida, there are four approaches to code enforcement:

1. A law enforcement officer can treat a code violation like any other criminal offense; that is, the officer can arrest the code violator and take him/her to the county jail to get fingerprinted and to get a court date established. At court, the Judge may fine or imprison the violator in accordance with the penalty provisions in the local government's ordinance.

2. A Code Enforcement Officer may issue a criminal citation directing the ordinance violator to obtain a court date and the Judge may, in turn, fine or imprison the code violator in accordance with the penalty provisions of the local government's ordinance. This option essentially eliminates the requirement that the law enforcement officer arrest the code violator and process the violator through the county jail.

3. A Code Enforcement Officer may treat the code violation as a civil infraction. This option permits the Code Enforcement Officer, after a warning, to issue the code violator a citation, directing the violator to either pay a fine or to get a court date set to hear the violation.

4. The code violation can be heard by the Code Enforcement Board. Under this option, the person is warned by a Code Enforcement Officer that a code violation exists on the person's property. If the person fails to correct the violation, the violator is placed on notice to appear before the board. If the code violation is not corrected by the time the person appears before the board, the board will give the violator an additional period of time to correct the violation and will fine the violator if he fails to do so. If the violator does not pay the fine, a lien (a legal right to hold property or to have it sold or applied towards payment of a claim) will be placed on the violator's property. The local government can foreclose a lien to satisfy a fine.

Three of the above options involve a "Code Enforcement Officer," a designated employee or agent of a county or city government. A Code Enforcement Officer does not have the power of arrest and does not bear arms, but is authorized to cite a person who, based upon personal investigation, the officer has reasonable cause to believe has committed a civil infraction--a non-criminal violation of a duly enacted code or ordinance--which needs to be heard by the county court or a Code Enforcement Board.

Emergency medical and rescue services. There are two types of emergency medical and rescue services: on-site (rescue and/or medical) and transporatory, the latter provided by ambulance or other emergency-equipped vehicle. Emergency medical and rescue services may be provided directly by the city government, the county government or a private firm (usually in conjunction with the area's largest hospital facility). The quality and quantity of such services are regulated by the county government through the issue of "certificates of authority" to provide such emergency medical and rescue services. A combination of service providers is also possible.

If a city government provides emergency medical services, it is usually provided through the Fire Department, where one or more personnel are trained as Paramedics or Emergency Medical Technicians (EMTs). Sometimes the city government service is merely on-site and the city may contract with the county for transporatory services. If the county government provides emergency medical services, it is usually provided through a county-operated hospital or a Fire Department. City and county governments may also contract with private firms for provision of emergency medical and rescue services.

Animal control and protection. The vaccination of animals and the transporting of animals are regulated by the state, among other things, to protect public health and to prevent the transmittal of diseases among animals. City- or county-operated animal control agencies are exempt from these regulations and may enact local animal control ordinances (laws) to: require the registration (licensing) and vaccination of animals; regulate animal ownership and the activities of animals; and prohibit the possession of certain types of animals. Some reasons for such desired regulations are that animals running loose may create a public nuisance or health hazard. Consequently, a local government may adopt a leash law, making it a misdemeanor offense for an owner to permit an animal (usually a dog) to run at-large. In addition, some animals are simply too dangerous to be kept in captivity or as pets in populated areas, such as wolves, rabies-prone animals such as raccoons and foxes, and poisonous snakes.

A city or county government may perform animal control activities directly or they may permit a private organization, such as a humane society, to perform this function. However, city and county governments are not required either to provide animal control services or to regulate private organizations which engage in such activities.

The governing body of a city or county is also authorized to enact local ordinances relating to animal cruelty. Like fire prevention codes, animal control and animal cruelty ordinances must be enforced to be effective. Generally, such ordinances are enforced through an **Animal Control Officer**, a representative of the city or county animal control unit, or a law enforcement officer. Violation of such ordinances is considered a civil infraction and the Animal Control Officer is authorized to issue a citation for such violations. By state law, these citations carry a maximum civil penalty not to exceed $500 and may be contested in county court.

Civil defense. Civil defense or emergency management (for meeting emergencies and disasters such as hurricanes and nuclear power plant spills) is governed by state law. This law creates a state Division of Emergency Management and requires the creation of emergency management programs at the county government level (except as otherwise provided). City governments are authorized and encouraged to create such emergency management agencies, although few cities in Florida have chosen to do so. If a city does establish an emergency management agency, it must be coordinated with its respective county agency. (It should be noted that the Florida Attorney General has rendered the legal opinion that "only counties are authorized to establish local disaster preparedness agencies . . .," thus the actual authority of city governments to establish emergency management agencies is unclear. Attorney General's Opinion no. 078-167.)

The Governor has broad powers and responsibilities in times of emergency and "shall delegate" emergency responsibilities to the officers and agencies of the state, counties and cities. City and county emergency management programs are subject to the powers of the Florida Department of Community Affairs, Division of Emergency Management, however the division may delegate authority to city and county governments.

VOCABULARY:

public safety - includes the establishment and operation by city and county government of such activities/services as: law enforcement (through city Police Departments and county Sheriff's Offices); fire protection; animal control and protection; code enforcement; corrections; ambulance and emergency care; and civil defense.

Animal Control Officer - a city or county government employee who is authorized to investigate, on public or private property, civil infractions relating to animal control or cruelty and to issue citations.

Chief Correctional Officer - the county government official responsible for the operation and maintenance of the county jail; sometimes the county Sheriff is also assigned this responsibility by the County Commission.

civil defense - a planned program of emergency management preparedness to meet emergencies or disasters, such as hurricanes, nuclear power plant spills, war, etc.

code - the current body of ordinances for any city or county government; there are also state or federal codes which must be enforced at the local level, such as building codes.

Code Enforcement Board - a citizens' board, the members of which may be appointed by the elected officials of a city or county government to hear violations of codes and ordinances that would otherwise be heard by a county court Judge.

Code Enforcement Officer - a designated employee or agent of a county or city government who investigates potential city or county code violations and, if violations exist, issues citations which may be heard by the county court or by a Code Enforcement Board.

Fire Department - the agency providing fire fighting services for a community; usually carries out some or all fire prevention and damage mitigation activities, as well.

fire prevention codes - govern such matters as building materials, electrical wiring, heat sources, hazardous materials, construction requirements and regulation of public assembly; three basic fire prevention codes are: minimum fire safety standards, building codes and electrical codes.

fire protection activities - includes the traditional fire fighting/fire suppression role of Fire Departments, as well as fire prevention and damage mitigation activities.

Police Department - a city department, headed by the Police Chief, with responsibility for overseeing city law enforcement operations.

Sheriff's Office - a county department, headed by a Sheriff (a county officer identified by the Florida Constitution), with responsibility for overseeing county law enforcement operations.

Reading #1, "Police Offer Some Tips to Keep Your Holidays Safe, Jolly"

This article provides the reader with a range of public safety activities in which local law enforcement agencies are involved. In this particular case, the emphasis is on crime prevention through public education. After reading the article, review the Questions for Consideration.

Florida Flambeau, FSU, Tallahassee, December 14, 1990

By Kris Elvin, Staff Writer
Pages 5 and 6
(Reprinted with permission.)

Not everybody has a joyous Christmas season, especially after they have been victims of a holiday crime. Some Tallahassee law enforcement officers have offered a few seasonal safety tips to help avoid the Yuletide crime blues.

Theft is a crime of opportunity, so don't give that enterprising burglar the chance to rip you off. If you are shopping at the mall, keep your gifts out of sight, or better yet, put them in the trunk. And when at home, don't put gifts in plain sight under the tree. Leon County Sheriff's Office spokesperson Dick Simpson said wrapped gifts are a big temptation for thieves.

"Residents should not display their Christmas gifts near windows where drapes are open because, in some cases, it entices burglars to break in your home," he said.

Another problem at crowded malls is pickpockets. Make sure to keep your wallet or purse with you at all times and don't readily display large amounts of cash. If you get bogged down with packages and find you cannot keep track of them all, take them out to the car. It might also be a good time to check on credit card theft insurance--you never know.

Personal safety is also a must at this time of year. Simpson said people who go out shopping alone or at night may become easy prey for muggers. If you cannot find a shopping buddy and must go alone, make sure you park in well-lighted areas and walk to the store with other people in the parking lot. When you come out, have your keys in hand and check the back seat of the car before you get in.

And as always, be aware of your surroundings. If you see someone suspicious, find a police officer or a security guard.

Leaving town for the holidays? To ensure you have your possessions when you get back, take the time to secure your home and car. First of all, lock all doors and windows when you leave and do not leave hidden house keys outside. Take all valuable items out of your car.

Investigator Irving Mills from the Florida A & M University [FAMU] police department suggests students take valuables home with them and invest in automatic timers for light switches, which turn on the lights at night. If you can't afford the timers, turn on lights inside and outside. A burglar would rather work in the dark.

Florida State University [FSU] police department spokesperson Jack Handley said engraving belongings with your social security number is a good idea, as well as keeping a catalog of your stuff with serial number listings. Both FAMU and FSU police have engravers they will loan you for free.

Let your neighbors know how long you will be gone and when you will get back. Tell police as well--they might be able to increase patrols in your area. Stop your mail and newspapers, or at least have a neighbor pick them up. It may not be a bad idea to give a trustworthy friend who is staying in town a key to your place to check on things.

If you have a pet, be sure to make arrangements for its care and feeding while you are gone. Lonely pets can do lots of damage in a home when left too long.

Students who drive should also make sure their cars are roadworthy. Check fluid levels and tire pressure, etc. Be aware of the weather conditions on the roads you are taking. Last year's iced-over roads caused more than a few accidents. Handley also said students should call their parents and tell them of their travel plans, so they don't worry.

You've managed to avoid being victimized and you feel like celebrating--but do so wisely. Lots of people enjoy tying one on during the holidays and, if you choose to imbibe, make sure you have a designated driver or call a taxi. Tallahassee Police Department spokesperson Phil Kiracofe said the department will be on the lookout for drunk drivers.

"We encourage everybody, because of the holiday season, when there's a lot of celebrating going on, to use good sense and use the designated driver concept," he said. "Don't drink and drive."

Remember, everyone wants to have a good Christmas and a Happy New Year, so for your family's sake and the sake of others, use good judgement when drinking. And if your friends are drinking, give them the gift of their lives this year: volunteer to stay sober and drive.

If you have any questions or concerns, call your local law enforcement officials. Most will provide you with safety booklets and answer any questions you may have.

Questions for Consideration, Reading #1

1. What law enforcement agencies are mentioned in the article?

2. What is the authority and duty of each of these agencies?

3. What are these agencies asking the citizens to do?

4. Are you and your family affected by their recommendations? How?

5. Are there any additional "tips" that you would propose to prevent crime and incidents which may cause property damage and personal loss?

6. What do you consider to be the role of the average citizen in law enforcement and crime prevention?

Reading #2, "House Destroyed as Flames Rip Through It"

This reading addresses the various aspects of fire protection (fire fighting, fire prevention and damage mitigation) provided as a service of local government. After reading the article, review the Questions for Consideration.

Boca Raton News, December 22, 1990
West Boca Raton, "Alarm alerts occupants, neighbor who called 911"
By Wayne Tompkins, Staff Writer
(Reprinted with permission.)

A 9-year old neighbor and a smoke detector combined to save two members of a West Boca Raton family during a Friday morning fire, which gutted the house and left the family homeless less than a week before Christmas.

"I was in my bedroom with the window open, and I heard screaming," Erin Navin said. "I could see smoke coming out of the garage, so I ran and told my mom the neighbor's house was on fire. I called 911 and she talked to the fire department."

Kathy Manoudakis and her 3-year old son, Nicky, were asleep as the fire began around 9:50 a.m., but awakened when the smoke detector went off at their home at 10660 Eland Street in the Palmetto Pines community. Her husband, Terry Manoudakis, and older son, Chris, were out at the time.

"The smoke detector definitely saved their life," County Fire-Rescue Lt. Tom Timmons said.

Unfortunately, it saved little else. Flames shot out the front and back of the house, causing $80,000 damage, before firefighters brought the blaze under control. The living room, furniture and the family Christmas tree were charred and blackened.

The cause of the fire is unknown, but investigators say it was accidental.

"We need to do something," Jane Navin, Erin's mother said. "They're going to need clothes, presents, anything."

Kathy, still clad in her bathrobe, looked at her home in stunned silence before being led to the Navins', where they are now staying. Her husband, distraught and silent, followed fire inspectors around as they surveyed the damage.

Anyone wishing to help the Manoudakis family may call 482-7943, 10 a.m. - 8 p.m., seven days a week.

Questions for Consideration, Reading #2

1. How was this fire detected?
2. What saved the lives of those in the house?
3. How, by whom and to whom was the fire reported?
4. Who responded to the distress call?
5. How is fire protection provided in your own community?
6. Who is responsible for the actual fire fighting or fire suppression in your community?
7. How is a fire reported in your community?
8. What normally happens when a fire is reported?
9. Are you aware of the fire code or regulations that apply to your home or work place? How can you find out the specifics of these regulations?
10. How can fires such as the one reported in this article be prevented?
11. What is the role of the average citizen in your community with regard to fire suppression, fire prevention and damage mitigation? What should it be?
12. How can you personally help the community in this respect?

Activity #1, "A Public Safety Profile of My Community"

1. What local government(s) handle the following public safety activities in your community and what are the approximate costs for such services?

   a. law enforcement activities: ______________________________

   ____

   ____

   b. corrections: ______________________________

   ____

   ____

   c. fire suppression: ______________________________

   ____

   ____

   d. building inspection: ______________________________

   ____

   ____

   e. code enforcement: ______________________________

   ____

   ____

   f. animal control and protection: ______________________________

   ____

   ____

g. emergency medical or rescue services: ______________________________

____

____

h. emergency management: ______________________________________

____

____

2. What problems are associated with enforcing the law as it pertains to the public safety services listed in #1?

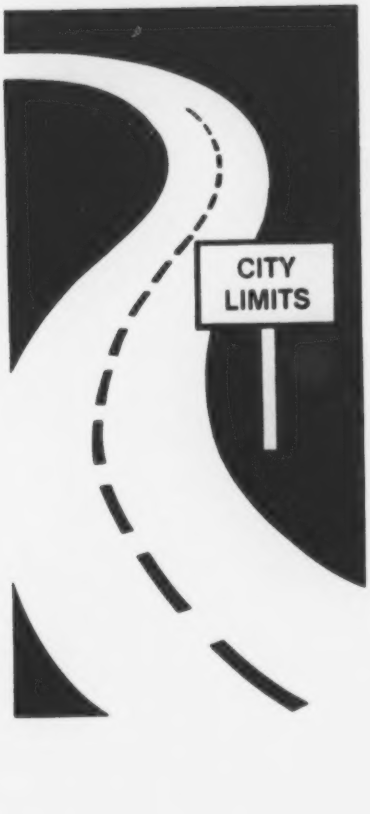
3. Are there currently any plans to change or improve certain public safety services in your community?

4. What would you recommend to improve services in these public safety areas?

5. What can you personally do to assist local governments in effectively carrying out their authorized public safety activities?

Unit 6 - Lesson 4

"Transportation at the Local Government Level"


CITY
LIMITS

Focus on Local Government

"Local government" in Florida refers to either a county, a municipality (a city), a school board district or a special district. These curriculum materials on Florida city and county governments specifically address the general purpose local governments--the municipalities and counties of Florida. When referring here to "local government," the special purpose local governments--school board districts and special districts--are not included in the discussion.

The term "municipality" refers to a Florida city, town or village having powers of self-government provided by charter. The term is used interchangeably throughout the handbook with "city." At the time of this writing, there are 391 municipalities (and one inactive municipality) in Florida. The term "county" refers to Florida's 67 county governments, both non-chartered and chartered, established as political subdivisions of the state.

Unit 6 - Lesson 4

"Transportation at the Local Government Level"

RATIONALE:

All of us at one time or another have been caught in traffic. When this happens, we spend many agonizing minutes, sometimes even hours, trying to figure out how and in what ways we can get to our destination, and how we can prevent this occurrence in the future. Naturally, traffic problems relate to the number of people in a given area, as well as to factors such as the expanse and condition of roads, the types of traffic devices used, and the availability of public transit systems.

The population in Florida has been growing steadily, reaching 13 million in 1990. This increase is a result of about 1,000 people moving to Florida every day. Florida has approximately 12 million licensed drivers and 14 million registered vehicles. All these vehicles move in a system (streets, roads and highways) containing about 237,250 lane miles. Of these lane miles, city governments are responsible for approximately 60,207 lane miles or 25 percent. County governments are responsible for approximately 141,286 lane miles or 59 percent of Florida's road and highway system. The rest are maintained by the state or are part of the Interstate Transportation System.

Under the law, Florida's city and county governments are very much involved in providing adequate transportation systems for their citizens. Where should a new road or street be located and how is it to be financed? Which intersections should have traffic lights? What other means of transportation (other than private cars) to transport people back and forth to work should be sought (mass transit, car pooling, etc.)?

These are vital decisions made at the local government level which directly affect the lives of all citizens residing in the community. Through this lesson, readers will be given the opportunity to acquaint themselves with these transportation issues and to learn how to actively participate in the related local government decisions that support them.

OBJECTIVES:

Following the completion of this lesson, the reader will be able to:

1. use correctly the following terms: arterial road, collector road, corridor study, functional classification, local roads, mass (public) transit, road, right-of-way, traffic devices, transportation and transportation system;

2. name at least five decisions made by local government which affect the transportation services provided to citizens of the community;

3. describe the responsibilities and the powers of local government in traffic control and

street/road maintenance;

4. explain how residents can play an active role in the decisions made about local government road construction;

5. identify at least two local problems related to transportation and develop a suggested plan of action for resolving them; and

6. suggest ways to participate in key decisions relating to transportation issues in the community.

MATERIALS AND RESOURCES:

1. Illustration #1, "Gridlock in Tallahassee," and Questions for Consideration.

2. Reading #1, "Traffic Plan Sabotages Mandate to Control Growth, Critics Say," and Questions for Consideration.

3. Reading #2, "Driving Gets Safer: Traffic Deaths Decline," and Questions for Consideration.

4. Reading #3, "TalTran," Reading #4, "King Orange Lifts Metrorail Ridership, Record Set on Parade Day," and Questions for Consideration.

5. Optional Activity: Florida League of Cities' videotape, "Your City's Traffic Flow: A Visible and Invisible Transportation Problem," available from the Florida League of Cities (Appendix B) and, on loan, from the various local and regional municipal leagues.

   After viewing the videotape, consider the following questions:

   - What is meant by transportation?
   - How is your life and that of your family and friends affected by transportation issues in the community?
   - Who is responsible for transportation services in Florida?
   - How is population growth related to transportation problems?
   - What are some ways in which local governments can cope with congested streets, roads and highways?
   - How can a local government identify the transportation needs of its citizens?
   - What is the purpose of a long-range transportation plan?

- How are roads measured? What is the difference between the "centerline mile" method and the "lane mile" method of measurement?

- Why is transportation funding so critical?

- How is financing for transportation generally secured in Florida's city governments? How is such financing secured in your own community?

- What are some of the alternative transportation means available or proposed to serve Florida residents? Are any of these alternatives currently provided in your community? If not, which ones do you think are needed and could be adapted to serve your community?

BACKGROUND INFORMATION:

(Source: The script from the Florida League of Cities' videotape, "Your City's Traffic Flow: A Visible and Invisible Transportation Problem"; and Whitman Center for State and Local Government, The University of West Florida, 1987, revised 1989, VI-A-1 - VI-A-6, VI-C-1 - VI-C-3. Portions reprinted with permission.)

The word **transportation** generally means "the act or process of moving from one point to another." In a broader context and from a local government's perspective, a **transportation system** involves planning, road and bridge construction and maintenance, roadside drainage, traffic control, signalization, street signs, street lighting, traffic engineering, bicycle paths, parking facilities, and provisions for alternate modes of transportation such as mass transit (bus or rail systems, etc.), as well as operation of airports, ports and harbors, in some cases.

Traffic control powers. Per the Florida Uniform Traffic Law (Chapter 316, Florida Statutes), city governments have original jurisdiction over all streets and highways located within their boundaries, except state roads. County governments have original jurisdiction over all streets and highways located within their boundaries, except state roads and those roads and highways over which cities have original jurisdiction. This original jurisdiction also applies to **traffic devices** (such as traffic signals that serve to regulate, warn or direct traffic), which must meet Florida Department of Transportation specifications. (However, this does not limit counties which have charter powers from regulating arterial, toll and other roads, bridges, tunnels and related facilities through the placement of traffic devices within city boundaries.) Note: These jurisdictional powers are not to be confused with ownership and maintenance responsibilities discussed under functional classification below.

Within this framework of jurisdictional authority, city and county governments can exercise reasonable police powers to enforce the Florida Uniform Traffic Law and local ordinances with regard to traffic control (including speed limits, one-way traffic designations, designation of stop or yield streets, regulation of pedestrian crossings, etc.) and parking. Counties may also regulate parking and the placement of parking signs on land leased or owned by county government, even if it is located within city boundaries.

Functional classification of roads. Each road in Florida is classified by function (**functional classification**) as: (1) part of the state highway system, (2) a county road system, or (3) a city street system, for the purpose of delineating maintenance responsibilities. Since classification is by function ("arterial," "collector" and "local"), rather than by location, many roads located within city boundaries are classified as state or county roads and are, therefore, not the maintenance responsibility of the respective city government (the city does, however, maintain the traffic control powers mentioned above). The state, through the Department of Transportation, is responsible for all elements of the state highway system, including interstate highways, rural arterial roads, urban extensions or rural arterials, and urban principal arterials. County governments are responsible for all elements of the county road system, including all urban extensions or rural **collector roads** and all urban minor **arterials**. City governments are responsible for the maintenance of elements of the city street system which consists of **local roads** (for example, a street within a subdivision) and collector roads which are not extensions of rural collector roads or elements of the state highway system. This system may change and fluctuate, as the Department of Transportation must evaluate and classify every public road at least once every five years. Likewise, title to the road's right-of-way rests with the respective government responsible for the road's construction and/or maintenance.

Traffic Flow. The proper management of traffic flow is necessary, not only for the convenience of residents, but also for community emergency vehicles. Fire trucks, ambulances and law enforcement vehicles must rely on the same congested roads to travel to fires, accidents, crime scenes and hospitals. Businesses also bear the effects of increased traffic problems. Alternatives for transportation include mass transit (bus systems, Dade County's Metrorail and rail systems, such as the Tri-County Commuter Rail System), people movers, bicycles, and ridesharing or carpooling. These transportation alternatives are developed and promoted to help alleviate some of the transportation problems. However, these alternatives may also be negatively impacted by poor traffic flow, such as busses getting behind schedule due to traffic congestion.

Road planning, construction and maintenance. It sounds simple, in seeking solutions to improved transportation, to simply construct more streets and roads. However, this is an involved and costly process. In this context, local government Planning Departments try to anticipate the growth and expansion of residential or business areas and plan the best way to meet the transportation needs of citizens. For example, local government officials would not normally issue building permits to a new factory that employs 15,000 people without considering the needs for new or expanded access roads, parking, and traffic signs and signals.

There are many issues that must be addressed in order to build a road that will benefit the greatest number of people in the safest, quickest and least costly way possible. The process involves numerous local government departments, City Councils and/or County Commissions, and the input of residents in establishing community transportation needs and priorities.

1. The first step in building a road involves a long-range plan, where planners project

into the future (usually at least 10 years) the land use and development needs of the community, anticipated population growth and anticipated employment growth. This early stage provides the first opportunity for actual citizen involvement, often provided through neighborhood associations.

2. The second step involves conducting a **corridor study**, which investigates traffic flow in an area and the area's right-of-way. When a road is built, the city or county government must purchase the land on which the road is to be built, as well as the property that runs along both sides of the proposed road, i.e. the **right-of-way**.

3. The third step in the road construction process is consideration of different possible routes available for the road between designated Point "A" and Point "B." For each possible route or corridor, the cost, environmental effect and the impact on neighborhoods is evaluated. This step provides citizens with another opportunity to work with Planning Department staff and Engineers to voice their positions on the proposed routes.

   In highly urbanized areas, the final decision on the proposed road's route is made by the Metropolitan Planning Organization (MPO). The MPO members are appointed by the Governor and usually include a few County Commissioners and several city officials from the urban area where the road is to be constructed. (State law requires that an MPO exist within each urbanized area or group of contiguous urbanized areas where a planning organization is necessary in order to meet requirements for obtaining federal transportation funds.) Otherwise, the final decision on the route of the road is made by the officials of the responsible governmental body.

4. Once the planned route has been finalized, the next step in the process is priority listing of proposed roads. Because of the limited funds available to local governments for the construction of roads, they must be prioritized, listing the order in which they will be built as funding becomes available.

5. The next step is one of the most critical--actually locating the available funds for land purchasing, for right-of-way acquisition and for construction. Recently, the average cost of constructing a new two-lane asphalt road (the most common road construction material used in Florida), without right-of way costs, has been approximately $770,000 per mile. When right-of-way acquisition costs are added, it can easily cost several million dollars per road mile!

6. As funds are secured, the final design phase is begun. In this phase, Engineers plan the exact details of the road, such as drainage, curves and thickness.

7. When every detail has been decided, the actual construction can begin. During construction, the proper subsurface materials must be placed to prepare the roadbed, the roadbed must be graded, compacted and leveled; the drainage and water run-off areas must be prepared; and the asphalt (or other building material) must be poured and smoothed.

The process of building a road takes time, money and community involvement. The citizens of each community are certainly the persons who are directly affected by decisions made on local transportation matters and, thus, they need to be involved throughout the planning and decision-making process.

Maintenance and resurfacing of existing roads is also a very expensive process. The actual cost of milling (a cost-effective means of resurfacing asphalt roads) a two-lane asphalt road averages about $85,000 to $90,000 per mile.

Bridges. Another important aspect of local government transportation in Florida is bridge construction and maintenance. Florida has a great number of inlets, bays, canals and other bodies of water that require bridges to provide connections for streets and highways. There are approximately 10,287 bridges in Florida, with over 1,000 in need of repair and some 300 needing to be replaced.

Alternative modes of transportation. Because of the high cost and length of time necessary to construct, maintain and connect roads, other forms of transportation must be developed by city and county governments and used by citizens to improve traffic flow. One alternative is **mass (public) transit**, the most common form being a bus system. In the provision of public transit, local governments have the following options: operation of their own public transit system; granting one or more franchises to private operators (allowing them to provide such systems within the government's jurisdiction); providing (by interlocal agreement) for service by another governmental unit, e.g., the county or a special authority; or providing no public transit system (in small or less populated jurisdictions, such a system may not be feasible or may be too costly).

The state Legislature has encouraged multi-jurisdictional approaches to the provision of public transportation. Per state law, a metropolitan transportation authority (MTA) may be created by one or more County Commissions in a metropolitan area for the purpose--among other things--of operating a bus system. City governments have no statutory authority to establish an MTA. Another multi-jurisdictional approach provided by state law are regional transportation authorities. A regional transportation authority (RTA) may be established by two or more political subdivisions, including city governments of 50,000-plus population. An RTA may operate public transportation facilities or may contract with other providers of public transportation. Cities of less than 50,000 population may be admitted to an existing RTA by approval of three-fourths of the RTA's board of directors.

Airports, ports and harbors. In providing other transportation means to their citizens, some city and county governments may operate airports, as well as ports and harbors. These services are usually provided through a special authority established by the respective local government.

Transportation funding. Funding to support transportation is always a high priority for local government officials. Transportation systems may be financed through the city or county government's general revenues, through a state-levied tax on motor fuels, through local option gas taxes or through direct appropriation by the Legislature.

Local Government Comprehensive Plans. In the State Comprehensive Plan (SCP) of 1985, the state Legislature adopted the goal of promoting an integrated state transportation system, "including highways, air, mass transit and other transportation modes." Each city and county government must address transportation issues in their required Local Government Comprehensive Plan, which must be consistent with the SCP and with a Regional Comprehensive Plan.

VOCABULARY:

arterial road - a transportation route which is relatively continuous and has high traffic volume; for example, every numbered federal highway is an arterial road.

collector road - a transportation route which collects and distributes traffic between local roads or arterial roads.

corridor study - an investigation of traffic flow and right-of-way authority within a particular area of the community; one of many steps preceding construction or expansion of a road.

functional classification - each road in Florida is classified by function as a part of (1) the state highway system, (2) a county road system, or (3) a city street system for the purposes of delineating maintenance responsibilities; since classification is by function ("arterial," "collector" and "local"), rather than by location, many roads located within city boundaries are classified as state or county roads and are, therefore, not the maintenance responsibility of the respective city government.

local roads - a transportation route with relatively low traffic volume and minimal through-traffic movements; examples would include roads in residential areas.

mass (public) transit - a transportation alternative to the personal automobile, such as a bus or rail system, available to the public-at-large.

road right-of-way - the width of property necessary for vehicle access, roadway drainage, sidewalks, bikepaths and safety buffers associated with a transportation corridor; has multiple uses, such as for utilities, transportation drainage and access to property.

traffic devices - signals, signs or other devices that serve to regulate, warn or direct traffic.

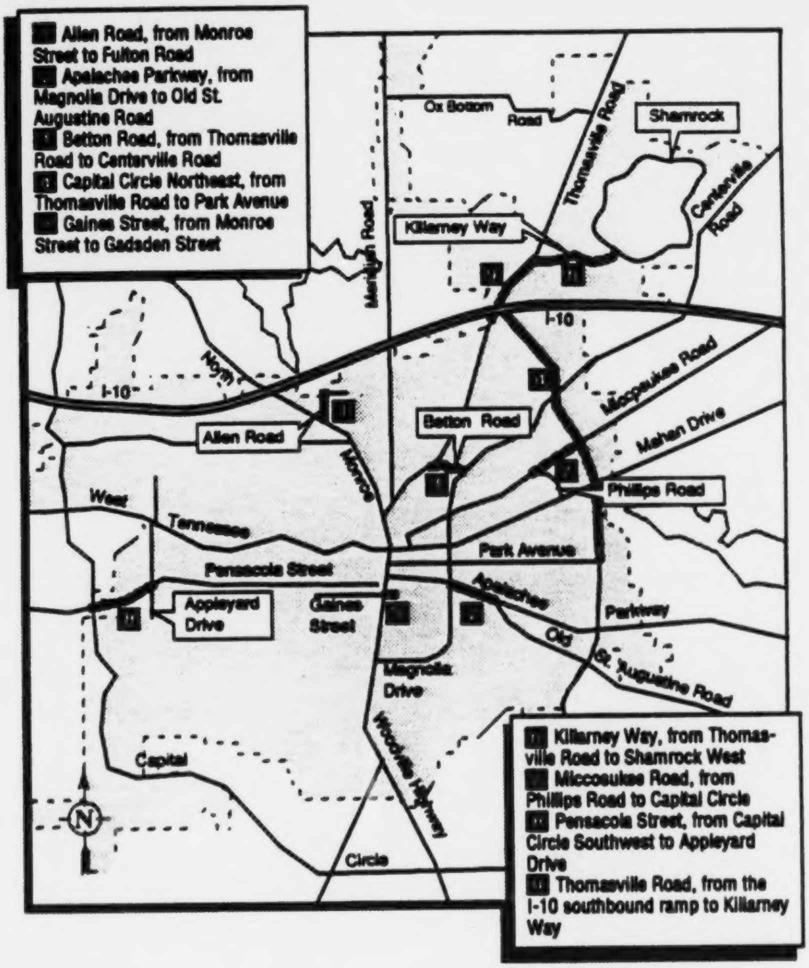
transportation - the movement of people or things from one point to another.

transportation system - from the perspective of city and county government, involves planning, road and bridge construction and maintenance, roadside drainage, traffic control, signalization, street signs, street lighting, traffic engineering, bicycle paths, parking facilities and provisions for alternate modes of transportation such as mass transit (bus or rail systems, etc.) and, in some cases, the operation of airports, ports and harbors.

Illustration #1, "Gridlock in Tallahassee"

Tallahassee Democrat, December 22, 1990, Section C, page 1, text by Gary Fineout, art by Fred Clark/Democrat, (reprinted with permission).

Don't strain your eyes in disbelief. This illustration shows the most congested roads in town, according to the Tallahassee-Leon County Planning Department. This list, however, not only accounts for the traffic already out there, but also for the cars that will crowd Tallahassee once already permitted subdivisions are built.


Allen Road, from Monroe Street to Fulton Road
Apalachee Parkway, from Magnolia Drive to Old St. Augustine Road
Betton Road, from Thomasville Road to Centerville Road
Capital Circle Northeast, from Thomasville Road to Park Avenue
Gaines Street, from Monroe Street to Gadsden Street
Ox Bottom Road
Thomasville Road
Shamrock
Centerville Road
Killarney Way
Meridian Road
I-10
Miccosukee Road
North Monroe
Allen Road
Betton Road
Mahan Drive
Phillips Road
West Tennessee
Park Avenue
Pensacola Street
Appleyard Drive
Gaines Street
Apalachee Parkway
Old St. Augustine Road
Magnolia Drive
Woodville Highway
Capital Circle
N
Killarney Way, from Thomasville Road to Shamrock West
Miccosukee Road, from Phillips Road to Capital Circle
Pensacola Street, from Capital Circle Southwest to Appleyard Drive
Thomasville Road, from the I-10 southbound ramp to Killarney Way

Which roads are Tallahassee's worst?

It depends on who you ask. Some drivers may say that the bump and grind on Magnolia Drive and Centerville Road in late afternoon can make anyone surly. But those two thoroughfares are not on the city's list of congested roads--those arteries so clogged they could stop any new development that means extra traffic. Included on the city's list are several known offenders, such as Thomasville Road and Capital Circle. But the list omits Magnolia Drive, while Betton Road is a surprise addition. "It's just pure numbers," said Noel Brown, the Planning Department's chief of transportation planning. "Engineering numbers do not necessarily represent what's going on in the world." "This list is based on how much traffic the road can handle versus how many cars use the road daily," Brown said. But what complicates this list is that it includes traffic from developments that were permitted or "vested" before the Comprehensive Plan was passed in July. What that means is even though a large subdivision may not yet be built, its estimated traffic is added into the numbers used to decide which roads are congested. This latest list has great meaning to developers, since these figures are used to determine concurrency. Concurrency mans that enough roads, sewers and water to serve development must be in place before building takes place. According to Brown, any development that adds traffic to these road segments would not meet concurrency.

Questions for Consideration, Illustration #1

1. What does the map indicate about the traffic flow in one particular area of the City of Tallahassee and Leon County?

2. Do you think the map indicates the complete "real-life" situation from the standpoint of local drivers?

3. In making decisions about improving the congestion on these and/or other roads in the area, why would it be important for local residents to provide their input to the Tallahassee-Leon County Planning Department (in this case, a combined city/county Planning Department), as opposed to just relying on the engineering numbers?

4. What factors do you think play a role in causing some roads to be more congested than others?

5. What is meant by the term concurrency?

6. Why is it important to coordinate transportation planning with planned development?

7. What improvements do you think could be made in this particular situation to facilitate the flow of traffic?

8. Can you identify roads or streets in your community which, like the ones in Tallahassee-Leon County, are congested? What do you perceive to be the particular problems contributing to poor traffic flow on these designated roads and streets in your community?

9. What can be done to improve the traffic situation in your area? How feasible is it that some of your ideas could actually be implemented?

10. What can you personally do to become involved in decisions made in your own community which relate to the transportation problems discussed? Who are you going to contact in local government in order to explore alternative solutions to the traffic problems under consideration?

Answer Key, Questions for Consideration, Illustration #1

1. roads with heavy traffic congestion

2. No; the map is based on engineering measurements of how much traffic a particular road can handle versus how many cars actually use the road daily and includes estimates on future traffic based on planned development.

3. The people who actually use the roads can share first-hand where they are experiencing the worst traffic problems, including details on times of day, routes taken and intersections that are clogged; also the transportation decisions made by local officials should reflect the needs of the residents.

4. concentrations of residential and commercial development, most direct routes from one point to another and therefore the most used, school traffic, poor traffic signalization or signage, narrowness of the road, condition of the road, construction or other barriers, etc.

5. that enough roads and other services must be in place to serve development prior to allowing construction to take place.

6. New development produces increased traffic flow and thus places a heavier burden on existing transportation services. An adequate transportation system should be in place, per the Local Government Comprehensive Plans, to meet new or expanded development.

7. see #4 above; widen certain roads, resurface roads that are in poor condition, improve signalization and signage, build new roads to siphon off some of the traffic, provide or expand public transit services to the area, encourage ridesharing, etc.

8. answers may vary

9. answers may vary

10. answers may vary

Reading #1, "Traffic Plan Sabotages Mandate To Control Growth, Critics Say"

This two-page reading brings into focus the predicament faced by various Florida communities which, on one hand, seek further development and, on the other, have difficulty in coping with increasing traffic congestion. The article revisits the issue raised in the previous illustration, that of concurrence. After reading the article, review the Questions for Consideration.

Palm Beach Post, West Palm Beach, April 14, 1990
By Matt Prichard, Palm Beach Post Staff Writer
Section B, pages 1 and 5
(Reprinted with permission.)

A woman leaves her Haverhill home before 8:30 a.m. to make it to her downtown job by 9.

Back in 1980, the trip took 15 minutes. But now, years later, the travel time has doubled because more and more development was allowed to pour cars onto Southern Boulevard, Olive Avenue and other streets she uses.

Frustrated by the traffic, the woman gets her boss' approval to start work a half-hour earlier. But still she must drive for 30 minutes in heavy congestion.

The woman's predicament illustrates the possible effect of a proposal traffic-congestion law presented earlier this month by Palm Beach Gardens Mayor Michael Martino.

The proposal sparked some angry debate at a meeting Wednesday of a county traffic advisory committee. The committee is writing a countywide law that would delay development when roads become too crowded.

Voters decided in 1988 to extend such restrictions--in place in unincorporated areas since 1987--to the entire county.

Several citizen activists have charged that the new proposal would sabotage efforts demanded by voters to control congestion.

"Do we follow the mandate of the people or . . . do we put as much traffic on the road as we can?" asked committee member Fran Reich, chairman of the West Boca Community Council, after Wednesday's meeting.

The proposal presented by Martino, a representative of the Palm Beach County Municipal League on the committee, was paid for primarily by private engineers, lawyers and others whose livelihoods depend on development.

Martino's proposal would allow more development than the draft traffic law that had been under review. The proposal would permit more traffic at certain hours and in certain locations before development limits would take effect.

Some members of the committee say it is not realistic to expect Palm Beach County to continue having a rush hour that's only a half-hour long.

"The question is, what are we willing to pay for and what are we getting?" land-use attorney John Corbett said. Corbett questioned the wisdom of spending millions of dollars to be free from congestion caused by rush hours and snowbirds.

Other members said drivers can use back roads when the main streets become congested.

"Why, as taxpayers, should we subsidize somebody's ignorance?" Martino asked angrily about drivers who don't use back roads. Martino often notes that infrequently used Old Dixie Highway is available for overflow traffic from U.S. 1 through Riviera Beach, Lake Park and Palm Beach Gardens.

But Reich and other committee members contend that congestion is more than simply an issue of convenience. They say one need look no farther than the choked, east-west streets of Dade and Broward counties to see how congestion affects quality of life.

They say developers should not be allowed to make some roads nearly twice as crowded as the law now allows just to make more money.

County Administrator Jan Winters said that, in some ways, the proposal has brought the committee back to its starting point, despite months of wrestling over congestion limits.

"I guess we're back to, what kind of county do we want to have?" Winters said.

Questions for Consideration, Reading #1

1. What is the problem that the woman from Haverhill is facing? What steps did she take to improve the situation?

2. In addressing the traffic problem, what was the proposal presented by the representative of the Palm Beach County Municipal League (a regional organization representing city governments within Palm Beach County)?

3. What are some of the factors that may have contributed to the creation of this problem?

4. What is the point of conflict presented in the article?

5. Who is involved in this conflict? How does each party to the conflict view the issue of growth and traffic congestion? What are their respective requirements?

6. How do you think each of the proposals mentioned in the article would affect residents?

7. Which point of view do you, personally, agree with and why?

8. If your community were faced with a similar situation, what would you do?

9. If you were to propose an action plan to resolve the problem, to whom would you give it? How would you make sure that the action plan would be seriously considered?

Reading #2, "Driving Gets Safer: Traffic Deaths Decline"

The issues related to transportation are often matters of life or death. This three-page reading shows in a dramatic way just how important decisions made about transportation services are. These road safety decisions include widening highways, improving lighting, widening road shoulders and installing guardrails. In the three counties under consideration, Dade, Broward and Palm Beach, the overall deaths from traffic accidents declined considerably over the three-year period, 1988-90. Review the Questions for Consideration after completing the article.

The Miami Herald, January 3, 1991
By Neil Roland, Herald Staff Writer
With contributions from Herald Staff Writer Dan Holly
(Reprinted with permission.)

Amid the state's daily traffic woes, little notice has been given to a striking long-term development: It's becoming less deadly to drive in Florida.

At a time when more people are driving farther than ever before, fewer people are dying in traffic accidents.

For the third straight year, the number of traffic deaths throughout the state--and in South Florida--declined in 1990, newly released data and projections show. On New Year's Eve, traditionally a dangerous time to be on the road, no one died in Broward, Dade or Palm Beach counties.

"It's pretty neat," said Skip Hood, an analyst with the state highway safety department. "I guess we're doing a pretty good job."

"People are more aware of safety," said Sgt. Richard Glass of the Florida Highway Patrol. "They're wearing seat belts more, and they're not drinking and driving."

Florida's good news reflects a national trend. In the United States, the death rate per mile driven--a standard measure of driving safety used by all states--has improved by more than half during the last two decades.

"Everyone has sensed that the push for driving safety is working," said Kent Milton, a spokesman for the National Highway Traffic Safety Administration in Washington. "These numbers show that we should continue to apply more of the same."

Hood and Milton cite a number of factors behind the improved safety. In addition to public awareness of seat belts and drunk driving, they mentioned safer cars, safer roads, a drop in the proportion of young drivers, better emergency medical care and tougher motorcycle regulation.

Countering these improvements was the state's decision to raise the speed limit to 65 miles per hour on most interstate highways. Deaths on these highways have increased 15 percent since the law changed three years ago, Hood said.

In South Florida, traffic deaths for 1990 should be below the 779 figure for the previous year.

By county:

In Dade, 376 deaths were reported in 1990, the state highway safety department said.

In Broward, 196 drivers, passengers and pedestrians died in traffic accidents in 1990, the Florida Highway Patrol said.

In Palm Beach, 175 people died last year, the state highway safety department said.

Throughout the state, 2,925 people died in 1990, according to the state highway safety department. Although that figure may rise in coming days if people injured in accidents in 1990 die, it is well below the 3,033 who died in 1989.

Although the number of drivers in the state has mushroomed, the rate of traffic deaths per 100 million miles driven has decreased dramatically in the last two decades, from 5.8 deaths in 1969 to 2.8 in 1989. The national figures are similar: a drop from 5.0 deaths in 1969 to 2.2 for 1989, federal data show.

Last year, 11.1 million drivers in the state drove 108 billion miles--nearly three times the distance traveled in 1969.

Explaining the favorable developments, Hood cited several factors:

- Seat belts. The percentage of drivers and passengers wearing seat belts has doubled since a new state law requiring their use went into effect four years ago, state data show. In fatal accidents in 1989, 71 percent of the victims weren't wearing seat belts.

- Drunk driving awareness. Tougher state laws were passed in 1982, and local police use more advanced technology to test drivers' alcohol levels, Hood said. The public has become more aware of the risks as a result of state education campaigns and programs sponsored by groups such as Mothers Against Drunk Driving, he said.

- Road safety improvements. Many rural highways have been changed to wider interstates, lighting has improved, road shoulders have gotten wider and guardrails have been installed, he said. "There are fewer Route 27s," he said of the notorious two-lane highway that bisects southern Florida.

- Safer cars. In the past two decades, seat belts have been installed in all domestic cars, brakes have gotten better, vehicle sides are stronger and large red brake lights have been installed in the back, he said. In the next few years, more cars will have air bags.

- Maturing drivers. The percentage of drivers between the ages of 15 and 24 dropped from 17 percent in 1980 to 14 percent in 1988, state data show. Most drivers in fatal accidents last year were between 15 and 34.
- Motorcycle laws. Regulation of the vehicles has increased, Hood said. The number of motorcyclists killed dropped from 273 in 1984 to 189 in 1989, state data show.
- Emergency medical services. Many local police departments have improved the speed with which they transport accident victims to hospital emergency rooms. Emergency medical care has improved during the past decade as more physicians have been trained in that specialty.

Questions for Consideration, Reading #2

1. What does the article indicate generally about traffic deaths in Florida and specifically about traffic deaths in Southeast Florida?

2. Why is the death rate from traffic accidents on the decline?

3. What is the role of local government in traffic safety?

4. What key elements were cited in the article as contributing to reduced traffic accidents? Can you think of some other traffic safety decisions in which local governments participate (for example, placement of pedestrian crossings)?

5. What is the role of the average citizen in traffic safety? What is your role?

6. How do the traffic accident figures in the three counties in the article compare with those in your own county? Are the figures about the same, higher or lower?

7. What are the main causes of traffic accidents in your own community? How can you assist local government in preventing such accidents?

Reading #3, "TalTran"

Faced with increasing traffic flow problems (generally in more urban or heavily populated areas), local governments may seek to develop alternative means of transportation. This reading addresses the City of Tallahassee's TalTran bus system, implemented as one means to alleviate traffic congestion. After completing this reading and Reading #4, review the Questions for Consideration.

City of Tallahassee Annual Report 1989-90
Page 8
(Reprinted with permission.)

The city's municipal transit system, TalTran, initiated several programs in FY 1990 designed to attract new passengers while helping to alleviate congested roadways. A new direct mail program **targets new residents** with a coupon redeemable for a week's worth of travel on TalTran to introduce the newcomers to the transit system.

Meanwhile, the extremely popular **Tribe Ride football shuttle** was expanded in 1990 to include several area hotels as pickup and dropoff points for fans attending Florida State University football games. Finally, TalTran worked closely with Leon County Schools to develop a **mobility training program for exceptional students**. This program introduces these students to the transit system, with special emphasis on safety and convenience.

TalTran's two primary facilities, the Administrative and Maintenance Complex on Appleyard Drive, and the C.K. Steele Plaza on Tennessee Street, received funds for **renovation and expansion** during FY 1990. The Appleyard complex will undergo a virtually complete facelift, including interior office renovation and additional space for staff, conference rooms, and training classrooms. A new bus-washing system will also be added soon. The C.K. Steele Plaza received additional landscaping and a surveillance system was installed for additional security.

Reading #4, "King Orange Lifts Metrorail Ridership, Record Set on Parade Day"

This reading introduces another transportation alternative, i.e., Dade County's Metrorail (much like Walt Disney's Monorail System), operated by the Metro-Dade Transit Agency.

The Miami Herald
By Dan Holly, Herald Staff Writer
Section B, pages 1 and 2
(Reprinted with permission.)

Metrorail ridership soared to a record on New Year's Eve as Dade residents and out-of-towners flocked to the King Orange Jamboree Parade and Bayfront Park.

Metrorail boardings totaled 101,000. The figure shatters the previous record of 75,000 set last December 31.

The 43,600 boardings on downtown's people mover Monday also set a record, breaking the record of 37,400 set December 31, 1989.

The Metrorail record, which came despite a fare increase to $1.25 on Dec. 1, follows the record-setting 50,300 average daily weekday boardings for the month of November.

"As more people use Metrorail for going to the arena, Bayside, etc., they just use it again to come downtown," said Danny Alvarez, assistant director of customer services for the Metro-Dade Transit Agency. "Once you use the train, you're likely to use it again."

Transit administrators were at a loss to explain why the record was beaten so decisively.

"The weather, I think, played a part," said Frank Martin, the transit agency's assistant director for rail operations. "The weather was beautiful."

Alvarez attributed the record readership for the much-maligned Metrorail--which has never come close to the more than 200,000 daily riders transit planners promised before the system was built--to targeted advertising.

Though the transit agency has relatively little advertising money, it did air ads during the morning and evening rush hour, Alvarez said. The ads touted Metrorail as a way to beat Orange Bowl traffic.

The 101,000 boardings do not translate directly into passengers, since most people take the rail system coming and going. The number of passengers would be slightly less than half that number.

The 50,300 daily boardings in November are up 4 percent over October and 15 percent over November 1989. The extra riders are mostly commuters who first used Metrorail for a special event, like the Orange Bowl parade, Alvarez said.

Questions for Consideration, Reading #3 and Reading #4

1. What is the City of Tallahassee's TalTran system?

2. Do you have a similar bus system in your community? If so, who is responsible for providing such a system? How is it funded?

3. What is Dade County's "Metrorail"?

4. What factors have contributed to a ridership increase for Dade County's Metrorail?

5. Is the Metrorail operating at full capacity? Why or why not? What do you think is needed to increase use of the system by residents of Dade County? What has the City of Tallahassee done to expand usage of its bus system?

6. Why do local governments invest in such mass transit systems as those described in Readings #3 and #4?

7. If you were working several miles away from home, what would you prefer to use as a means of getting to your work? Why?

8. Of the various means of transportation available to the average resident, such as driving a car, riding a bus or riding a bicycle, which one do you consider the most advantageous to the average citizen? Which one would be the most economical? Which one would be the safest? Which one would create less pollution?

9. Considering the various alternative means of transportation available, what should local governments emphasize in their planning? Should they concentrate on creating and operating public transit systems, or should the emphasis be on an improved and expanded road or street system for use with personal cars?

Appendix A

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Appendix B

Videotapes

Videotapes

The following videotapes from the Florida League of Cities' video library are available to supplement the local government curriculum. The videotapes are available from the Florida League of Cities, at a cost of $25 each (1/2 inch) or $35 each (3/4 inch), plus 7 percent sales tax (unless exempt status applies). To order, send a check, money order or purchase order **made payable to: Pace Marketing & Public Relations**. Also include: your name, affiliation, address, telephone number, what selection you would like, the size tape (1/2 or 3/4 inch), and whether you want VHS or BETA. Send this information and your payment to: FLC Video Library, Florida League of Cities, Inc., Post Office Box 1757, Tallahassee, FL 32302-1757. For further information, contact the League at (904) 222-9684.

Educational Programs

Invisible City
A Throw Away Society/Solid Waste
Stormwater...Its Effect On You and Your City
Your City's Traffic Flow
Emergency Services...What Your City is Prepared to Do For You
Your City's Water Quality
The Dangers of Urban Sprawl
How Your City Government Works
Insurance...Your City's Invisible Cost
Enjoying Your City/Parks & Recreation
Recycling In Your City
Newly Elected Officials Orientation Videotape
Downtown Redevelopment
Enjoying Your City

Roundtable Programs

Growth Management
Mandates Roundtable
A Throw Away Society Roundtable
Your City's Traffic Flow Roundtable
Stormwater Roundtable
Urban Sprawl Roundtable
Recycling Roundtable

Seminar Programs

History of the Florida League of Cities
Ethics in Government and Financial Disclosure
Mandates and Revenue
Selling Your City to the Public

Civil Rights Liability for City Attorneys
Sister Cities and International Trade
Local Governments' Public Liability
Government in the Sunshine and the Public Records Laws
Seventh Annual Municipal Attorneys Association Seminar
FLC Comprehensive Planning Conference, "The Nuts and Bolts Problems"

"City Profiles" Series

Cities of Dade County
Jacksonville
Cities of the Keys
Pensacola
Tampa
Orlando
Daytona Beach
Tallahassee
Gainesville
St. Petersburg/Clearwater
St. Augustine
Ocala
Fort Lauderdale
Hollywood
Panama City
Fort Walton Beach/Destin
Naples
Marianna
Apopka
Lake City
Quincy/Havana
The Beaches of Jacksonville
Chipley/Bonifay
West Palm Beach
North Miami
Lauderhill
Bradenton
Plant City

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Appendix C

Glossary

Glossary

ad valorem (property) tax - a local government tax based on the value of real and personal property; the term "ad valorem" means "according to the value of."

advisory committees - usually established at the request of the Council or Commission, these local government committees deal with issues and problems which are deemed worthy of special consideration and advisement; may be made up of citizens and City Council/County Commission members; unlike boards and commissions, these committees lack the power to make or administer policy on their own.

Animal Control Officer - a city or county government employee who is authorized to investigate, on public or private property, civil infractions relating to animal control or cruelty and to issue citations.

appropriation - revenues set aside for a particular expenditure purpose.

aquifer - nature's water storage tanks for collecting groundwater deep in the earth.

arterial road - a transportation route which is relatively continuous and has high traffic volume; for example, every numbered federal highway is an arterial road.

basic county government services - state services provided by county government on a local level, which can be divided into five primary categories: the county court system, public safety, public records, public welfare and transportation.

boards and commissions - local government-appointed citizen groups which are sometimes assigned significant powers of policy-making and/or administration; for example, Planning and Zoning Boards, Code Enforcement Boards or Historic Preservation Commissions.

bond referendum - an election held to see if the electors agree with the issuances of bonds (debt incurring instruments) by a city or county government for financing a particular local need or program.

budget - a management tool used to anticipate and plan local government revenues and expenditures which, by Florida law, must be balanced.

campaign goals, objectives and activities - those steps and desired actions, arranged within a given time frame, that make up a campaign plan.

capital budget - a five- to seven-year financial plan that reflects the budget year expenditures required to implement a city's or county's capital program (construction and public works projects) and the method for financing such projects.

charter - the basic law, or constitution, of a city or county government issued by the state Legislature and usually approved by a vote of the citizens. The King (or Queen) of England during the late Middle Ages also granted "charters" to citizens of a community, giving them the power to promote local improvements and to regulate certain aspects of community life.

charter county - counties whose citizens have voted to adopt a charter, often adding the provision of "municipal-type services" in the unincorporated area to their county government responsibilities. As of January 1991, the following were chartered counties in Florida: Alachua, Broward, Charlotte, Clay, Dade, Duval, Hillsborough, Orange, Palm Beach, Pinellas, Sarasota, Seminole and Volusia.

Chief Correctional Officer - the county government official responsible for the operation and maintenance of the county jail; sometimes the county Sheriff is also assigned this responsibility by the County Commission.

City Clerk - a city department director with responsibility for maintenance of all official records (the official record keeper); directs the operation of the records retention and archives programs, facilitates Council meetings, records and produces minutes, and may conduct city elections; in smaller cities, may perform duties essentially the same as the City Manager; may be elected or appointed.

City Councilmember/City Commissioner - a member of the City Council/City Commission, the policy-making body of city government; must be elected, per the Florida Constitution; may also be called City Alderman or City Trustee.

City/County Attorney - directs and provides legal counsel to the city or county government; always appointed.

city-county consolidation - the combining of a corporate entity (city) with a territorial entity (county) for the purpose of local service delivery and problem resolution; the Consolidated City of Jacksonville/Duval County is the only such example in Florida.

City Manager - appointed management official responsible for the overall operation of the city government, under the jurisdiction of the City Council; found only with the council-manager form of government.

City Planning and Zoning Commission - a group of citizens appointed by the elected city officials to develop and implement plans for their city's future.

civil defense - a planned program of emergency management preparedness to meet emergencies or disasters, such as hurricanes, nuclear power plant spills, war, etc.

Clerk of the Circuit Court - one of the five county officers identified in the Florida Constitution as being elected (although a county charter or special act may specify otherwise), who may serve in three capacities: as Clerk of the Circuit Court and County Courts; as county Recorder and Clerk of the Board of County Commissioners; and as Accountant and Auditor of the Board of County Commissioners.

code - the current body of ordinances for any city or county government; there are also state or federal codes which must be enforced at the local level, such as building codes.

code enforcement - a function of local government to ensure compliance with various ordinances/codes of a city or county government.

Code Enforcement Board - a citizens' board, the members of which may be appointed by the elected officials of a city or county government to hear violations of codes and ordinances that would otherwise be heard by a county court Judge.

Code Enforcement Officer - a designated employee or agent of a county or city government who investigates potential city or county code violations and, if violations exist, issues citations which may be heard by the county court or by a Code Enforcement Board.

codification - the process of regularly integrating new ordinances into the existing body of city or county government law in a systematic fashion.

collector road - a transportation route which collects and distributes traffic between local roads or arterial roads.

contributions and donations - a local government revenue category usually comprised of gifts, pledges, bequests or grants from various non-governmental entities.

corridor study - an investigation of traffic flow and right-of-way authority within a particular area of the community; one of many steps preceding construction or expansion of a road.

County Administrator - appointed management official responsible for the overall operation of the county government, under the jurisdiction of the County Commission; found only with the county administrator form of government.

County Canvassing Board - a board whose members canvass election results for errors and problems; comprised of the Supervisor of Elections, a county court Judge who acts as chairman and the Chairman of the Board of County Commissioners.

County Commissioner - a member of the County Commission, the governing body of county government; must be elected, per the Florida Constitution, except when otherwise provided by county charter.

county government - a political subdivision of the state established by the state Legislature to implement state services at the local level.

democratic decision making - government decisions made by the vote of the people; power is vested in the citizens and exercised by them or by their elected agents under a free electoral system.

election - the selection of a person or persons for office by vote; or public vote upon an issue or proposition.

Election Board - the clerk and inspectors appointed to conduct an election.

election district - a division of a county or city for electoral purposes.

elector - a qualified voter.

fee - a charge in money that is imposed upon users of a particular governmental service (such as a user's fee), upon developers (such as an impact fee) or upon private parties for the right to conduct certain businesses within an area (such as an franchise fee).

Finance Director - directs, organizes and coordinates the fiscal administration of the city government; always appointed.

fines and forfeitures - receipts from fines and penalties that are imposed for the commission of statutory offenses, the violation of lawful administrative rules or the regulations, and for neglect of official duty.

Fire Chief - a city department director with responsibility for overseeing the firefighting, inspections, rescue, training and other activities necessary to the provision of fire services to the public; is appointed by City Council or the City Manager.

Fire Department - the agency providing fire fighting services for a community; usually carries out some or all fire prevention and damage mitigation activities, as well.

fire prevention codes - govern such matters as building materials, electrical wiring, heat sources, hazardous materials, construction requirements and regulation of public assembly; three basic fire prevention codes are minimum fire safety standards, building codes and electrical codes.

fire protection activities - includes the traditional fire fighting/fire suppression role of Fire Departments, as well as fire prevention and damage mitigation activities.

fiscal year - a one year budget time period. For Florida cities and counties, the fiscal year runs from October 1 to September 30. In contrast, the state fiscal year runs from July 1 to June 30.

The Florida Election Code - that portion of the state statutes covering the laws that pertain to elections (Chapter 106, Florida Statutes).

forms of government - in Florida, there are four basic forms of government available for city government: council-weak mayor, council-strong mayor, city commission and council manager; and there are three basic forms of government available for county government: county commission, county-administrator and commission-elected chairman (executive).

franchise agreement - a contractual agreement reached between a private business and a government, where the private company is granted an exclusive privilege to provide a service to the citizens served by that government, subject to governmental oversight and control according to the terms of the agreement.

franchise fee - a fee levied on a company or utility for the privilege of doing business within the jurisdiction of a particular local government and/or for using city or county rights-of-way to transact their business.

functional classification - each road in Florida is classified by function as a part of (1) the state highway system, (2) a county road system, or (3) a city street system for the purposes of delineating maintenance responsibilities; since classification is by function ("arterial," "collector" and "local"), rather than by location, many roads located within city boundaries are classified as state or county roads and are, therefore, not the maintenance responsibility of the respective city government.

garbage collection - a basic service of city government that involves "on-site" pick-up of garbage and trash (solid waste), transporting it to disposal facilities; one operation of a solid waste refuse system.

garbage disposal - a primary function of county government, per the 1988 Florida Solid Waste Act, that involves providing a facility for solid waste disposal; one operation of a solid waste refuse system; the three primary methods of solid waste disposal used by local governments in Florida include: landfills, "waste to energy" and recycling.

general election - an election held on the first Tuesday after the first Monday in November, in the even-numbered years, for the purpose of filling national, state, county and district offices, and for voting on constitutional amendments not otherwise provided for by law.

general law - a legislative act which is intended to have statewide application.

groundwater - the most common source of water in Florida, collected naturally in aquifers located deep in the earth.

hazardous waste - waste that is dangerous to human health and/or the environment; defined as being waste that is toxic, reactive, ignitable, corrosive or radioactive.

Home Rule - local self-government (self-rule) by the people with limited interference by another level of government, within the parameters of the law.

impact fees - fees charged by local governments against developers as a total or partial reimbursement for the cost of providing additional facilities or services needed as a result of new development (e.g., wider roads, new sewers, etc.).

incorporation - the legal act taken when a community adopts a charter and becomes a municipality (in Florida, an incorporated city, town or village, each having equal powers under state law).

intergovernmental relations - the connection or involvement of one or more governments with each other; the relationship possibilities take many forms, with both positive and negative results, and may include an overlap of power or jurisdiction prescribed by law, an agreement to mutually share certain services, a shared taxing source, land issues, one or more intergovernmental committees, a cooperative partnership for a specific project and duplicative services, to name a few examples.

intergovernmental revenue - often referred to as "revenue sharing," is revenue collected by one government and shared with other governmental units.

interlocal agreement - a contract between two governments where one government agrees to provide one or more services to the citizens served by the other government for an established fee.

investment income - local government revenue derived from the investment of cash receipts and idle funds.

landfill - commonly known as a "garbage dump," a cleared land site containing a thick plastic liner covered with a layer of clay where solid waste is unloaded following collection and which is covered periodically with a top level, or cover, of clay; must meet certain standards, such as having the liner to prevent seepage, French drains (horizontal pipes) to collect liquid waste, and vertical pipes to collect and disperse methane and other gases.

line item budgeting - a budget development process that uses individual expenditure categories, such as the various types of salaries, fringe benefits, goods, services, and operation and maintenance costs.

lobbying - to solicit or try to influence the votes of members of a legislative body, such as the City Council or County Commission.

local option taxes - taxes which local governments are granted permission by the state to levy, under certain conditions (such as a majority vote of the Commission or a vote of the people, that is, a referendum) and with certain stipulations (such as a requirement that the tax proceeds must be shared with other local governments in the jurisdiction, per an established formula).

local roads - a transportation route with relatively low traffic volume and minimal through-traffic movements; examples would include roads in residential areas.

mandate - a state or federal law that requires local governments to expand existing, or implement new, programs and services; if no funding is provided to implement the law, it is referred to as an unfunded mandate.

Maslow's hierchy-of-needs - a model of motivation developed by Abraham Maslow, based on the proposition that humans are primarily motivated by different needs and that these needs are arranged in a hierarchy or order; these needs, in ascending order, include: physical needs, safety needs, the need for love, self-esteem and self-fulfillment.

mass (public) transit - a transportation alternative to the personal automobile, such as a bus or rail system, available to the public-at-large.

Mayor - may be the presiding officer of City Council, the policy-making body of the city; at one extreme, may be solely a ceremonial figure and, at the other extreme, may be the chief executive of the city; may be elected or appointed.

metropolitan form of government - a two-tiered local government system, whereby the county serves as the upper-tier (or level) of government for that county area and the cities within that county serve as the lower-tier of government, retaining power over their own internal affairs in cases where an areawide approach is not necessary; Metropolitan Dade County is the only true metropolitan government system in America.

miscellaneous revenue - minor local government revenue sources, such as permit fees, non-occupational license fees, rents, royalties, special assessments, the sale of assets and insurance compensation.

motion - an act of parliamentary procedure that places a governing body legally on written record with regard to a specific action or topic and which carries the full weight and authority of the governing body.

municipal government/municipality - in Florida, an incorporated city, town or village having powers of self-government provided by charter. (For the purposes of this curriculum, the term "city" will be used interchangeably to refer to all municipal governments in Florida.)

1988 Florida Solid Waste Management Act - significant state legislation affecting the management of solid waste by county and city governments; encourages cooperation of the two local governmental entities in consolidating solid waste management efforts to promote recycling and to reduce the amount of solid waste disposed of in landfills and incinerators.

non-partisan - an election in which candidates do not run under the banner of a political party, i.e., city elections.

occupational license tax - a tax based on the privilege of engaging in or managing any business, profession or occupation within the jurisdiction of a particular local government.

operating budget - an annual spending plan that uses projected revenues to fund city or county government operations for a given fiscal year.

ordinance - a law of a permanent nature passed by a city or county and enforceable within that government's respective boundaries. (Note: Non-charter county government ordinances, which conflict with ordinances of a city within that county, are not effective within the boundaries of that city to the extent of the conflict.)

partisan - an election in which candidates run under the banner of a political party, i.e., county elections.

planning - the procedure of projecting a design or scheme for the future development of a city or county.

Police Chief - a city department director with responsibility for overseeing the operations of a city law enforcement agency, including the activities of patrol, detective, criminal intelligence, identification, communications and other related programs; usually appointed.

Police Department - a city department, headed by the Police Chief, with responsibility for overseeing city law enforcement operations.

polling place - the building which contains the polling room in which ballots are cast for an election.

precinct - one of a fixed number of districts of a city or county, divided for voting purposes.

primary election - an election held, preceding the general election, for the purpose of nominating a party nominee to be voted for in the general election to fill a national, state, county or district office. The first primary is a nomination or elimination election; the second primary is a nomination election only.

primary water standards - water quality standards that must be applied by local government as they affect individual health.

privatization - a contract between a government and a private business, where the private entity agrees to provide one or more government services for an established fee.

program budgeting - a budget development process where various programs and service alternatives are selected and prioritized in order to fund the total cost of goals established by the city or county officials.

Property Appraiser - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), is charged with determining the market value of all property within the county, with maintaining certain records connected therewith and with determining the tax on taxable property after taxes have been levied.

public office - any federal, state, county, city, school, or other district office or position which is filled by vote of the electors.

public safety - includes the establishment and operation by city and county government of such activities/services as: law enforcement (through city Police Departments and county Sheriff's Offices); fire protection; animal control and protection; code enforcement; corrections; ambulance and emergency care; and civil defense.

public services - a category of basic city services provided to citizens, which includes transportation and public works, sanitation, solid and liquid waste management, air quality management, toxic and hazardous waste disposal, stormwater management, parks, public recreational services, libraries, water purification, wastewater (sewage) treatment, cable television, airports, ports, harbors, public cemeteries, golf courses, public housing assistance, and electric or gas utilities.

recall election - an election for the purpose of allowing registered voters to cast ballots to determine whether a member of the governing body of a city or charter county government should be removed from office.

recycling - any process by which solid waste is collected, separated, or processed and reused, or returned to use in the form of raw materials or products; includes such items as aluminum cans, glass, newspapers and plastics.

resolution - an expression of a local governing body concerning matters of a temporary nature, or a method for the disposition of a particular item of the administrative business of a local governing body.

resource recovery - a general term used to describe the taking of usable materials or energy from waste.

reverse osmosis - a technical process by which salt, minerals and other impurities are filtered out of saltwater to create freshwater.

road right-of-way - the width of property necessary for vehicle access, roadway drainage, sidewalks, bikepaths and safety buffers associated with a transportation corridor; has multiple uses, such as for utilities, transportation drainage and access to property.

rural - sparsely populated.

secondary water standards - water quality standards that must be applied by local government to determine the aesthetic aspects of water, such as odor, color and taste.

sewage - dirty, used water (wastewater) that is poured down the drain, including dirty dish water, water from the shower or bathtub, or waste from the toilet.

Sheriff - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), is the chief law enforcement officer in county government and may also be designated by the Board of County Commissioners as the Chief Correctional Officer responsible for the county jail.

Sheriff's Office - a county department, headed by a Sheriff (a county officer identified by the Florida Constitution), with responsibility for overseeing county law enforcement operations.

solid waste - under Florida law, includes "garbage, refuse, yard trash, clean debris, white goods (large appliances), special wastes, ashes, sludge, or other discarded material, including solid, liquid, semisolid, or contained gaseous material resulting from domestic, industrial, commercial, mining, agricultural, or governmental operations."

solid waste management - the process by which solid waste is collected, transported, stored, separated, processed, or disposed of in any other way, according to an orderly, purposeful and planned program.

sovereignty - supreme and independent power or authority.

special act - a legislative act which applies to an area or group which is less than the total area or population of the state.

special election - an election called for the purpose of voting on a party nominee to fill a vacancy in a national, state, county or district office; a special election may also be called for referendums on such issues as local option taxes, bonds and "straw ballots," if desired by the voters.

special wastes - under Florida law, "solid waste that can require special handling and management including, but not limited to, white goods (large appliances), whole tires, used oil, mattresses, furniture, lead-acid batteries, and biological wastes"; many of these wastes may no longer be disposed of in landfills in Florida.

strategic planning - development of a plan of action, including specific lobbying steps to take within an established time frame, to achieve a particular goal or goals.

"straw-ballot" referendum - an election by which local officials may obtain a non-binding expression of public opinion regarding a public issue.

Supervisor of Elections - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), has the sole responsibility for registering and maintaining official records of the qualified voters in the county.

surface water - rain water or spring water that collects in lakes and rivers.

tax - a charge in money that is imposed by the government on individuals, organizations or property to raise revenue for the operation of government and the provision of services (as contrasted with the definition of "fee" above).

Tax Collector - one of five county officers identified by the Florida Constitution as being elected (unless otherwise specified by county charter or special act approved by the voters), has the legal duty to collect state and local government revenues from the taxpayers in their county and then distribute it to the appropriate state agency or local governing body.

traffic devices - signals, signs or other devices that serve to regulate, warn or direct traffic.

transfer station - a site, the primary purpose of which is to store or hold solid waste for transport to a processing or disposal facility.

transportation - the movement of people or things from one point to another.

transportation system - from the perspective of city and county government, involves planning, road and bridge construction and maintenance, roadside drainage, traffic control, signalization, street signs, street lighting, traffic engineering, bicycle paths, parking facilities and provisions for alternate modes of transportation such as mass transit (bus or rail systems, etc.) and, in some cases, the operation of airports, ports and harbors.

TRIM - the Florida Truth in Millage Act establishes a formal process whereby the ad valorem (property) tax millage is established during the local government budget process. The TRIM process requires a specific method of tax rate calculation, notice (printed form), and advertisement and proceedings for public hearings (Chapter 200, Florida Statutes).

unincorporated area - all land area outside the city limits which is a part of a county, but not incorporated into a city.

urban - densely populated.

user fees - "charges for services"; voluntary payments based on direct, measurable consumption of publicly provided goods and services such as water, wastewater, natural gas, electricity, mass transit, garbage collection, recreation, building inspections and public transportation.

utility tax - a tax levied by a local government agency on specific utility services and collected by the utility provider.

voter registration - the process by which citizens formally record their eligibility to vote in all elections.

"waste-to-energy" - a process where solid waste is burned in incinerators to produce electrical energy.

water quality laboratory - a laboratory whose staff monitors water supply for levels of such elements as fluoride, iron, mercury and pesticides, following state and federal guidelines for acceptable limits.

zero base budgeting - a budget development process where programs or services are ranked in priority order based on how effectively and efficiently each accomplished the local government's goals and objectives. Low-ranked programs or services may be eliminated, funded at a lower level, or redirected to another category that better reflects the city's or county's stated goals.

zoning - the division of a city or county into areas (zones) in which the use of the land is restricted by law (zoning ordinance).

Appendix D

Getting to Know Your City and County Governments

Getting to Know Your City and County Governments

This section contains a listing of all the city and county governments within Florida. The cities are grouped by county for easy reference. The county governments that have adopted a charter are listed, with their effective dates. A profile has also been prepared for each respective government based on a June 1990 survey by the Florida League of Cities, containing such information as the mailing address, main telephone number, population, form of government, assistance available to schools, a history, financial information and innovative programs. The population figures are 1989 figures. This information was drawn from: Florida Estimates of Population, April 1, 1989, prepared by the Population Program, Bureau of Economic and Business Research, College of Business Administration, University of Florida, February 1990. Much of the city and county government history was reprinted (with some modifications), by permission, from Allen Morris' Florida Handbook, 1989-90 and 1971-72.

Please note that most curriculum handbooks contain survey information for the respective county school district only. In other words, surveys for the county government and its respective city governments within your county area. To obtain copies of other county area local government surveys, contact: Local Government Curriculum Project, Florida League of Cities, Post Office Box 1757, Tallahassee, FL 32302-1757; (904) 222-9684.

Florida Cities by County

(County seats are denoted by an *)

Alachua County
Alachua, City of
Archer, City of
Gainesville, City of*
Hawthorne, City of
High Springs, City of
La Crosse, Town of
Micanopy, Town of
Newberry, City of
Waldo, City of

Baker County
Glen Saint Mary, Town of
Macclenny, City of*

Bay County
Callaway, City of
Cedar Grove, Town of
Lynn Haven, City of
Mexico Beach, City of
Panama City, City of*
Panama City Beach, City of
Parker, City of
Springfield, City of

Bradford County
Brooker, Town of
Hampton, City of
Lawtey, City of
Starke, City of*

Brevard County
Cape Canaveral, City of
Cocoa, City of
Cocoa Beach, City of
Indialantic, City of
Indian Harbour Beach, City of
Malabar, Town of
Melbourne, City of
Melbourne Beach, Town of
Melbourne Village, Town of
Palm Bay, City of
Palm Shores, Town of
Rockledge, City of
Satellite Beach, City of
Titusville, City of*
West Melbourne, City of

Broward County
Coconut Creek, City of
Cooper City, City of
Coral Springs, City of
Dania, City of
Davie, Town of
Deerfield Beach, City of
Fort Lauderdale, City of*
Hallandale, City of
Hillsboro Beach, Town of
Hollywood, City of
Lauderdale-by-the-Sea, Town of
Lauderdale Lakes, City of
Lauderhill, City of
Lazy Lake, Village of
Lighthouse Point, City of
Margate, City of
Miramar, City of
North Lauderdale, City of
Oakland Park, City of
Parkland, City of
Pembroke Park, Town of
Pembroke Pines, City of
Plantation, City of
Pompano Beach, City of
Sea Ranch Lakes, Village of
Sunrise, City of
Tamarac, City of
Wilton Manors, City of

Calhoun County
Altha, Town of
Blountstown, City of*

Charlotte County
Punta Gorda, City of*

Citrus County
Crystal River, City of
Inverness, City of*

Clay County
Green Cove Springs, City of*
Keystone Heights, City of
Orange Park, Town of
Penney Farms, Town of

Collier County
East Naples* (not incorporated)
Everglades City, City of
Naples, City of

Columbia County
Fort White, Town of
Lake City, City of*

Dade County
Bal Harbour, Village of
Bay Harbor Islands, Town of
Biscayne Park, Village of
Coral Gables, City of
El Portal, Village of
Florida City, City of
Golden Beach, Town of
Hialeah, City of
Hialeah Gardens, City of
Homestead, City of
Indian Creek Village, Village of
Islandia, City of
Key Biscayne, Village of
Medley, Town of
Miami, City of*
Miami Beach, City of
Miami Shores, Village of
Miami Springs, City of
North Bay Village, City of
North Miami, City of
North Miami Beach, City of
Opa-locka, City of
South Miami, City of
Surfside, Town of
Sweetwater, City of
Virginia Gardens, Village of
West Miami, City of

DeSoto County
Arcadia, City of*

Dixie County
Cross City, Town of*
Horseshoe Beach, Town of

Duval County
Atlantic Beach, City of
Baldwin, Town of
Jacksonville, City of*
Jacksonville Beach, City of
Neptune Beach, City of

Escambia County
Century, Town of
Pensacola, City of*

Flagler County
Beverly Beach, Town of
Bunnell, City of*
Flagler Beach, City of
Marineland, Town of (part)

Franklin County
Apalachicola, City of*
Carrabelle, City of

Gadsden County
Chattahoochee, City of
Greensboro, Town of
Gretna, Town of
Havana, Town of
Midway, City of
Quincy, City of*

Gilchrist County
Bell, Town of
Fanning Springs, City of (part)
Trenton, City of*

Glades County
Moore Haven, City of*

Gulf County
Port St. Joe, City of*
Wewahitchka, City of

Hamilton County
Jasper, City of*
Jennings, Town of
White Springs, Town of

Hardee County
Bowling Green, City of
Wauchula, City of*
Zolfo Springs, Town of

Hendry County
Clewiston, City of
LaBelle, City of*

Hernando County
Brooksville, City of*
Weeki Wachee, City of

Highlands County
Avon Park, City of
Lake Placid, Town of
Sebring, City of*

Hillsborough County
Plant City, City of
Tampa, City of*
Temple Terrace, City of

Holmes County
Bonifay, City of*
Esto, Town of
Noma, Town of
Ponce De Leon, Town of
Westville, Town of

Indian River County
Fellsmere, City of
Indian River Shores, City of
Orchid, Town of
Sebastian, City of
Vero Beach, City of*

Jackson County
Alford, Town of
Bascom, Town of
Campbellton, Town of
Cottondale, City of
Graceville, City of
Grand Ridge, Town of
Greenwood, Town of
Jacob City, City of
Malone, Town of
Marianna, City of*
Sneads, Town of

Jefferson County
Monticello, City of*

Lafayette County
Mayo, Town of*

Lake County
Astatula, Town of
Clermont, City of
Eustis, City of
Fruitland Park, City of
Groveland, City of
Howey-in-the-Hills, Town of
Lady Lake, Town of
Leesburg, City of
Mascotte, City of
Minneola, City of
Montverde, Town of
Mount Dora, City of
Tavares, City of*
Umatilla, City of

Lee County
Cape Coral, City of
Fort Myers, City of*
Sanibel, City of

Leon County
Tallahassee, City of*

Levy County
Bronson, City of*
Cedar Key, City of
Chiefland, City of
Fanning Springs, City of (part)
Inglis, Town of
Otter Creek, Town of
Williston, City of
Yankeetown, Town of

Liberty County
Bristol, City of*

Madison County
Greenville, Town of
Lee, Town of
Madison, City of*

Manatee County
Anna Maria, City of
Bradenton, City of*
Bradenton Beach, City of
Holmes Beach, City of
Longboat Key, Town of (part)
Palmetto, City of

Marion County
Belleview, City of
Dunnellon, City of
McIntosh, Town of
Ocala, City of*
Reddick, Town of

Martin County
Jupiter Island, Town of
Ocean Breeze Park, Town of
Sewall's Point, Town of
Stuart, City of*

Monroe County
Key Colony Beach, City of
Key West, City of*
Layton, City of
North Key Largo Beach, City of (inactive)

Nassau County
Callahan, Town of
Fernandina Beach, City of*
Hilliard, Town of

Okaloosa County
Cinco Bayou, Town of
Crestview, City of*
Destin, City of
Fort Walton Beach, City of
Laurel Hill, City of
Mary Esther, City of
Niceville, City of
Shalimar, Town of
Valparaiso, City of

Okeechobee County
Okeechobee, City of*

Orange County
Apopka, City of
Bay Lake, City of
Belle Isle, City of
Eatonville, Town of
Edgewood, City of
Lake Buena Vista, City of
Maitland, City of
Oakland, City of
Ocoee, City of
Orlando, City of*
Windermere, Town of
Winter Garden, City of
Winter Park, City of

Osceola County
Kissimmee, City of*
St. Cloud, City of

Palm Beach County
Atlantis, City of
Belle Glade, City of
Boca Raton, City of
Boynton Beach, City of
Briny Breezes, Town of
Cloud Lake, Town of
Delray Beach, City of
Glen Ridge, Town of
Golf, Village of
Golfview, Town of
Greenacres City, City of
Gulf Stream, Town of
Haverhill, Town of
Highland Beach, Town of
Hypoluxo, Town of
Juno Beach, Town of
Jupiter, Town of
Jupiter Inlet Colony, Town of
Lake Clarke Shores, Town of
Lake Park, Town of
Lake Worth, City of
Lantana, Town of
Manalapan, Town of
Mangonia Park, Town of
North Palm Beach, Village of
Ocean Ridge, Town of
Pahokee, City of
Palm Beach, Town of
Palm Beach Gardens, City of
Palm Beach Shores, Town of
Palm Springs, Village of
Riviera Beach, City of
Royal Palm Beach, Village of
South Bay, City of
South Palm Beach, Town of
Tequesta, Village of
West Palm Beach, City of*

Pasco County
Dade City, City of*
New Port Richey, City of
Port Richey, City of
Saint Leo, Town of
San Antonio, City of
Zephyrhills, City of

Pinellas County
Belleair, Town of
Belleair Beach, City of
Belleair Bluffs, City of
Belleair Shore, Town of
Clearwater, City of*
Dunedin, City of
Gulfport, City of
Indian Rocks Beach, City of
Indian Shores, Town of
Kenneth City, Town of
Largo, City of
Madeira Beach, City of
North Redington Beach, Town of
Oldsmar, City of
Pinellas Park, City of
Redington Beach, Town of
Redington Shores, Town of
Safety Harbor, City of
St. Petersburg, City of
St. Petersburg Beach, City of
Seminole, City of
South Pasadena, City of
Tarpon Springs, City of
Treasure Island, City of

Polk County
Auburndale, City of
Bartow, City of*
Davenport, City of
Dundee, Town of
Eagle Lake, City of
Fort Meade, City of
Frostproof, City of
Haines City, City of
Highland Park, Village of
Hillcrest Heights, Town of
Lake Alfred, City of
Lake Hamilton, Town of
Lake Wales, City of
Lakeland, City of
Mulberry, City of
Polk City, Town of
Winter Haven, City of

Putnam County
Crescent City, City of
Interlachen, Town of
Palatka, City of*
Pomona Park, Town of
Welaka, Town of

St. Johns County
Hastings, Town of
Marineland, Town of (part)
St. Augustine, City of*
St. Augustine Beach, City of

St. Lucie County
Fort Pierce, City of*
Port St. Lucie, City of
St. Lucie Village, Town of

Santa Rosa County
Gulf Breeze, City of
Jay, Town of
Milton, City of*

Sarasota County
Longboat Key, Town of (part)
North Port, City of
Sarasota, City of*
Venice, City of

Seminole County
Altamonte Springs, City of
Casselberry, City of
Lake Mary, City of
Longwood, City of
Oviedo, City of
Sanford, City of*
Winter Springs, City of

Sumter County
Bushnell, City of*
Center Hill, City of
Coleman, City of
Webster, City of
Wildwood, City of

Suwannee County
Branford, Town of
Live Oak, City of*

Taylor County
Perry, City of*

Union County
Lake Butler, City of*
Raiford, Town of
Worthington Springs, Town of

Volusia County
Daytona Beach, City of
Daytona Beach Shores, City of
Deland, City of*
Edgewater, City of
Holly Hill, City of
Lake Helen, City of
New Smyrna Beach, City of
Oak Hill, City of
Orange City, City of
Ormond Beach, City of
Pierson, Town of
Ponce Inlet, Town of
Port Orange, City of
South Daytona, City of

Wakulla County
Crawfordville* (not incorporated)
St. Marks, City of
Sopchoppy, City of

Walton County
DeFuniak Springs, City of*
Freeport, City of
Paxton, City of

Washington County
Caryville, Town of
Chipley, City of*
Ebro, Town of
Vernon, City of
Wausau, Town of

Florida Charter Counties

County	Effective Date
Alachua County	January 1, 1987
Broward County	January 1, 1975
Charlotte County	January 1, 1986
Clay County	January 1, 1991
Dade County	May 21, 1957
Duval County	October 1, 1968
Hillsborough County	July 28, 1983
Orange County	November 1, 1986
Palm Beach County	January 1, 1985
Pinellas County	October 7, 1980
Sarasota County	November 3, 1971
Seminole County	January 1, 1989
Volusia County	January 1, 1971